S. Hrg. 100-697

MONTANA NATURAL RESOURCES PROTECTION AND UTILIZATION ACT OF 1987

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

SECOND SESSION

ON

S. 1478 and H.R. 2090

TO DESIGNATE CERTAIN NATIONAL FOREST SYSTEM LANDS IN THE STATE OF MONTANA FOR RELEASE TO THE FOREST PLANNING PROCESS, PROTECTION OF RECREATION VALUE, AND INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM, AND FOR OTHER PURPOSES

MARCH 21 AND 22, 1988

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MONTANA NATURAL RESOURCES PROTECTION AND UTILIZATION ACT OF 1987

MONDAY, MARCH 21, 1988

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:43 a.m., in room SD-366, Dirksen Senate Office Building, Hon. John Melcher, presiding.

OPENING STATEMENT OF HON. JOHN MELCHER, U.S. SENATOR FROM MONTANA

Senator MELCHER. The subcommittee will come to order. Welcome, everybody, to the hearing.

This morning we're conducting the first of two days of hearings on S. 1478 and H.R. 2090, the two Montana Wilderness bills that are before the Congress now. S. 1478 was introduced by my colleague, Senator Baucus, and H.R. 2090 was introduced by our colleague, Congressman Pat Williams. H.R. 2090 has passed the House and is now before this committee.

There is broad agreement among the three of us, Senator Baucus, myself and Congressman Williams, on most of the areas involved in the bill. There will probably be some slight boundary adjustments in some of those areas to recognize some values that are there.

For instance, in the Cabinets, there might be an adjustment or two to accommodate some mining interests, which could go forward, if not in Wilderness. And of course, that is important to us because jobs are involved.

There are also some disagreements, however, and I want to indicate those areas that seem to be in agreement. I will list them right now.

First of all, East Pioneers, Italian Peaks, Lostwater Canyon, the Absaroka additions, Slippery Bill, Limestone Caves, North Mission Addition, Earthquake, Republic, Camas, Mount Baldy, Gates of the Mountain, Electric Peak, Elkhorns, Ten Lakes, Ross Creek Cedars, Clear Water-Monture, Selway-Bitterroot Additions, Stony Mountain, Jewel Swan, Crazy Mountain Study, the Anaconda Pintler Additions, Hefty, Tuchuk, Falls Creek Silver King, and Renshaw. These seem to be pretty much in agreement. In addition, Quigg Peak and Nevada and Tobacco Root are in agreement.

Those areas where we have some problems and where there is some disagreement, we would ask the witnesses to pay particular attention to these and give us some recommendations. The West Bighole and the West Pioneers, the Blue Joint, the Flints, Dolus Lakes, the Sapphires and the North Bighole, Thompson-Seton, Cowboys Heaven, Gallatin Range south of Bozeman, Black Mountain, Mount Helena recreation areas, Cottonwood recreation areas, Cube-Iron/Silcox, Trout Lake Study and Scotchmans Peak, Badger-Two Medicine, Volcano Reef, Choteau Mountain, Teton High Peaks, Tenderfoot Deep Creek I believe, Ear Mountain, Gibson Reservoir, and the Snowies and Judith.

Now, if we could have some special attention to those, I think it would be helpful. There is also some question on the Great Burn. I've already mentioned the Cabinet Additions, which will probably have some adjustment.

With those opening comments, I would like to call on Senator Baucus.

[A statement from Senator Wallop and the texts of S. 1478 and H.R. 2090 follow:]

Malcolm Wallop

STATEMENT OF MALCOLM WALLOP
ON H.R. 2090 AND S. 1478: MONTANA WILDERNESS
MARCH 21, 1988.

Mr. Chairman, I am supportive of the effort by the State of Montana to designate certain portions of land as wilderness, or special management or study areas, and to release additional acres to multiple use management. However, I am concerned that there is no language concerning water rights in the bills before us today.

Scarce water has always been the key to unlocking the great wealth of western states and the ability to control and allocate supplies of water is critical to shaping economic development. State administered water systems have been built upon principles of certainty and predictability and Congress has historically deferred to state water law in recognition of this need to assure citizens and industry of future water supplies for economic growth.

Because of the continuing threat by courts moving to fill the apparent vacuum created by a Congress which has continued to view states' rights supreme, we can no longer remain silent on the issue of water. In a pattern of judgments which run contrary to the historical whole of Congressional action there has been an expansion of federal authority under the Commerce and Property clauses which jeopardizes the entire western water system.

Most recently, a federal district court judge in Colorado ruled in recent Sierra Club lawsuits that Congress intended by implication to withdraw an unspecified amount of water in connection with the wilderness areas it creates. This despite the fact that Congress specified that the Wildnerness Act of 1964 was solely a management state for lands already in federal ownership.

Though Montana is not directly affected by this 10th Circuit decision by Judge John Kane, it is indicative of the general erosion of state water rights. Congress can no longer allow courts to infer congressional intent in an ever-expanding manner.

I it my hope that state water authorities will protect their water rights and water administration systems from encroachment by insisting on legislation that denies the establishment of new federal water rights for wilderness purposes. Or at the very least, require the Federal Government to seek any water necessary for wilderness purposes through the State water processes, as all other water users are now required to do.

Either way, Congress -- the Montana Delegation -- must decide what rights with regard to water are implicit in this wilderness legislation. If they don't, the courts will.

II

100TH CONGRESS
1ST SESSION

S. 1478

To designate certain National Forest System lands in the State of Montana for release to the forest planning process, protection of recreation value, and inclusion in the National Wilderness Preservation System, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JULY 9 (legislative day, JUNE 23), 1987

Mr. BAUCUS introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To designate certain National Forest System lands in the State of Montana for release to the forest planning process, protection of recreation value, and inclusion in the National Wilderness Preservation System, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be referred to as the "Montana Natural Resources Protection and Utilization Act of 1987".

SEC. 2. (a) The Congress finds that—

(1) many areas of National Forest System lands in the State of Montana possess outstanding natural characteristics which give them high values as wilderness

and will, if properly preserved, contribute as an enduring resource of wilderness for the benefit of the American people;

(2) the Department of Agriculture's second roadless area review and evaluation (RARE II) and other studies of National Forest System lands in the State of Montana and the related congressional review of such lands have identified areas, which, on the basis of their landform, ecosystem, associated wildlife, and location, warrant protection in the National Wilderness Preservation System;

(3) the Department of Agriculture's RARE II and other studies of National Forest System lands in the State of Montana and the related congressional review of such lands have identified certain National Forest System lands in the State of Montana which should not now be designated as components of the National Wilderness Preservation System but which possess exceptional scenic, fish and wildlife, and recreational values and should be specially managed to protect those exceptional values; and

(4) the Department of Agriculture's RARE II of National Forest System lands in the State of Montana and the related congressional review of such lands have also identified areas which do not possess out-

standing wilderness attributes or which possess outstanding energy, mineral, timber, grazing, dispersed recreation, and other values and which should not now be designated as components of the National Wilderness Preservation System but should be available for nonwilderness multiple uses under the land management planning process and other applicable laws.

(b) The purposes of this Act are to—

(1) designate certain National Forest System lands in the State of Montana as components of the National Wilderness Preservation System, in furtherance of the purposes of the Wilderness Act of 1964 (78 Stat. 890, as amended);

(2) designate certain National Forest System lands in the State of Montana for special management as national recreation and wildlife areas, in order to promote, and conserve their exceptional scenic, wildlife and fish and recreational values; and

(3) ensure that certain other National Forest System lands in the State of Montana be available for nonwilderness multiple uses.

SEC. 3. In furtherance of the purposes of the Wilderness Act of 1964 the following lands in the State of Montana are hereby designated as wilderness and, therefore, as components of the National Wilderness Preservation System:

(1) certain lands in the Beaverhead, Bitterroot, and Deerlodge National Forest, Montana, which comprise approximately thirty-eight thousand acres, as generally depicted on a map entitled "Anaconda-Pintler Wilderness Additions—Proposed" (North Big Hole, Upper East Fork, Storm Lake), dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of the Anaconda-Pintler Wilderness;

(2) certain lands in the Beaverhead National Forest, Montana, which comprise approximately twenty-five thousand acres, as generally depicted on a map entitled "Italian Peaks Wilderness—Proposed", dated June 1987, and which shall be known as the Italian Peaks Wilderness;

(3) certain lands in the Beaverhead National Forest, Montana, which comprise approximately seventy-four thousand acres, as generally depicted on a map entitled "East Pioneer Wilderness—Proposed", dated June 1987, and which shall be known as the East Pioneer Wilderness;

(4) certain lands in the Beaverhead National Forest, Montana, which comprise approximately ninety thousand acres, as generally depicted on a map entitled "West Pioneers Wilderness—Proposed", dated June

1987, and which shall be known as the West Pioneers Wilderness;

(5) certain lands in the Bitterroot, Deerlodge, and Lolo National Forest, Montana, which comprise approximately seventy thousand five hundred acres, as generally depicted on a map entitled "Stony Mountain Wilderness—Proposed", dated June 1987, and which shall be known as the Stony Mountain Wilderness;

(6) certain lands in the Bitterroot and Lolo National Forests, Montana, which comprise approximately sixty-six thousand acres, as generally depicted on a map entitled "Selway-Bitterroot Wilderness Additions—Proposed", dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of the Selway-Bitterroot Wilderness;

(7) certain lands in the Custer National Forest, Montana, which comprise approximately nine thousand eight hundred acres, as generally depicted on a map entitled "Lost Water Canyon Wilderness—Proposed", dated June 1987, and which shall be known as the Lost Water Canyon Wilderness;

(8) certain lands in the Custer National Forest, Montana, which comprise approximately six thousand two hundred acres, as generally depicted on a map entitled "Absaroka Beartooth Wilderness Additions—

Proposed (Burnt Mountain, Timberline Creek, Stateline, Mystic Lake)", dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of the Absaroka Beartooth Wilderness;

(9) certain lands in the Deerlodge and Helena National Forest, Montana, which comprise approximately nineteen thousand acres, as generally depicted on a map entitled "Electric Peak Wilderness—Proposed", dated June 1987, and which shall be known as the Electric Peak Wilderness;

(10) certain lands in the Deerlodge National Forest, Montana, which comprise approximately thirty-eight thousand acres, as generally depicted on a map entitled "Flint Range Wilderness—Proposed", dated June 1987 and which shall be known as the Flint Range Wilderness;

(11) certain lands in the Deerlodge and Bitterroot National Forests, Montana, which comprise approximately sixty-seven thousand acres, as generally depicted on a map entitled "Sapphires Wilderness—Proposed", dated June 1987, and which shall be known as the Sapphires Wilderness;

(12) certain lands in the Flathead National Forest, Montana, which comprise approximately one hundred and three thousand acres, as generally depicted on a

map entitled "North Fork Wilderness Proposal", dated June 1987, and which shall be known as the North Fork Wilderness;

(13) certain lands in the Flathead National Forest, Montana, which comprise approximately one thousand seven hundred acres, as generally depicted on a map entitled "North Mission Mountain Wilderness Additions—Proposed", dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of the Mission Mountain Wilderness;

(14) certain lands in the Flathead National Forest, Montana, comprising approximately one hundred seventy-one thousand acres, as generally depicted on a map entitled "Jewel Basin/Swan Wilderness—Proposed", dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of the Bob Marshall Wilderness;

(15) certain lands in the Gallatin National Forest, Montana, which comprise approximately five hundred acres, as generally depicted on a map entitled "North Absarorka Wilderness Additions—Proposed (Republic Mountain)", dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of North Absarorka Wilderness;

(16) certain lands in the Gallatin National Forest, Montana, which comprise approximately fourteen thousand acres, as generally depicted on a map entitled "Lee Metcalf Cowboys Heaven Addition", dated June 1987, and which are hereby incorporated in and shall be considered part of the Lee Metcalf Wilderness;

(17) certain lands in the Gallatin National Forest, which comprise approximately nineteen thousand eight hundred acres, as generally depicted on a map entitled "Earthquake Wilderness—Proposed", dated June 1987, and which shall be known as the Earthquake Wilderness;

(18) certain lands in the Flathead, Helena, Lewis and Clark, Lolo National Forest, Montana, which comprise approximately two hundred and nineteen thousand acres, as generally depicted on maps entitled "Bob Marshall Wilderness Additions—Proposed (Silver King-Falls Creek, Renshaw, Monture, Deep Creek, Teton High Peak, Volcano Reef Slippery Bill, and Limestone Cave)", dated June 1987, and which are hereby incorporated in and shall be deemed to be a part of the Bob Marshall Wilderness;

(19) certain lands in the Helena National Forest, Montana, which comprise approximately twenty-six thousand acres, as generally depicted on a map entitled

"Camas Creek Wilderness—Proposed", dated June 1987, which shall be known as the Camas Creek Wilderness;

(20) certain lands in the Helena National Forest, Montana, which comprise approximately fifteen thousand acres, as generally depicted on a map entitled "Mount Baldy Wilderness—Proposed", dated June 1987, and which shall be known as the Mount Baldy Wilderness;

(21) certain lands in the Helena National Forest, Montana, which comprise approximately ten thousand five hundred acres, as generally depicted on a map entitled "Gates of the Mountain Wilderness Additions—Proposed", dated June 1987, and which are hereby incorporated in and shall be deemed to be part of the Gates of the Mountain Wilderness;

(22) certain lands in the Helena National Forest, Montana, which comprise approximately five thousand eight hundred acres, as generally depicted on a map entitled "Black Mountain Wilderness—Proposed", dated June 1987, and which shall be known as the Black Mountain Wilderness;

(23) certain lands in the Kootenai National Forest, Montana, which comprise approximately forty-seven thousand acres, as generally depicted on a map

entitled "Scotchman Peaks Wilderness—Proposed", dated June 1987, and which shall be known as the Scotchman Peaks Wilderness;

(24) certain lands in the Kootenai National Forest, Montana, which comprise approximately thirty-three thousand acres, as generally depicted on a map entitled "Ten Lakes Wilderness—Proposed", dated June 1987, and which shall be known as the Ten Lakes Wilderness;

(25) certain lands in the Kootenai National Forest, Montana, which comprise approximately thirty thousand acres, as generally depicted on a map entitled "Cabinet Mountains Wilderness Additions—Proposed", dated June 1987, and which are hereby incorporated in and shall be a part of the Cabinet Mountains Wilderness;

(26) certain lands in the Lolo National Forest, Montana, which comprise approximately thirty thousand two hundred acres, as generally depicted on a map entitled "Cube Iron/Silcox Wilderness—Proposed", dated June 1987, and which shall be known as the Silcox Wilderness;

(27) certain lands in the Lolo National Forest, Montana, which comprise approximately ninety-four thousand acres, as generally depicted on a map entitled

"Great Burn Wilderness—Proposed", dated June 1987, and shall be known as the Great Burn Wilderness; and

SEC. 4. (a) The Secretary of Agriculture shall file the maps referred to in section 3 of this Act and legal descriptions of each wilderness area designated by section 3 of this Act with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map and legal description shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in such legal descriptions and maps may be made. Each such map and legal description shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

(b) Subject to valid existing rights, each wilderness area designated by section 3 of this Act shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act of 1964 governing areas designated by that Act as wilderness areas, except that, with respect to any area designated in section 3 of this Act, any reference to the effective date of the Wilderness Act of 1964 shall be deemed to be a reference to the effective date of this Act.

SEC. 5. In order to consolidate existing contiguous wilderness areas, those lands comprising the Great Bear Wilderness Area designated by Public Law 95–946 and any amendments thereto and Scapegoat Wilderness Area designated by Public Law 92–395 and any amendments thereto are hereby incorporated in and deemed to be a part of the Bob Marshall Wilderness. The designations of the Great Bear Wilderness and Scapegoat are hereby abolished.

SEC. 6. (a) The Congress finds that—

(1) the Department of Agriculture has adequately met the wilderness study requirements of Public Law 94–557 and has adequately met the Wilderness Study requirements of Public Law 95–150 with respect to the West Pioneers Wilderness Study Area, Sapphire Wilderness Study Area and Ten Lakes Wilderness Study Area;

(2) the Department of Agriculture has completed the Second Roadless Area Review and Evaluation Program (RARE II);

(3) the Department of Agriculture, with substantial public input, has reviewed the wilderness potential of these and other areas through its Land and Resource Management planning for National Forests; and

(4) the Congress has made its own examination of National Forest System roadless areas in the State of

Montana and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress hereby determines and directs that—

(1) without passing on the questions of the legal and factual sufficiency of the RARE II final environmental statement (dated January 1979) with respect to National Forest System lands in States other than Montana, such statement shall not be subject to judicial review with respect to National Forest System lands in the State of Montana;

(2) with respect to the National Forest System lands in the State of Montana which were reviewed by the Department of Agriculture in wilderness studies conducted pursuant to Public Law 94-557; the Sapphire, West Pioneer and Ten Lakes Wilderness Study Areas conducted pursuant to Public Law 95-150, in RARE II; and in the unit plans and the Forest plan for the Beaverhead National Forest which were in effect prior to completion of RARE II, that such reviews shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to be an adequate consideration

of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revision when the plans are revised, which revisions will ordinarily occur on a ten-year cycle, or at least every fifteen years, unless, prior to such time the Secretary finds that conditions in a unit have significantly changed;

(3) except as may be specifically provided in sections 9, 10, and 11 of this Act, those areas in the State of Montana referred in subparagraph (2) of this subsection which were not designated wilderness shall be managed for multiple use in accordance with land management plans pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976: *Provided,* that such areas need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of the initial land management plans;

(4) in the event that revised land management plans in the State of Montana are implemented pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and

other applicable law, areas not recommended for wilderness designation unless otherwise designated by this Act need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of such plans, and areas recommended for wilderness designation shall be managed for the purpose of protecting their suitability for wilderness designation as may be required by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976, and other applicable law; and

(5) unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the State of Montana for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

(c) As used in this section, and as provided in section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, the term "revision" shall not include an amendment to a plan.

(d) The provisions of this section shall also apply to those National Forest System roadless lands in the State of Montana which are less than five thousand acres in size.

SEC. 7. Congress does not intend that designation of wilderness areas in the State of Montana lead to the creation of protective perimeters or buffer zones around each wilderness area. The fact that nonwilderness activities of uses can be seen or heard from areas within the wilderness shall not, of itself, preclude such activities or uses up to the boundary of the wilderness area.

SEC. 8. (a) For the purposes of conserving, protecting, and preserving the exceptional scenic, fish and wildlife, biological, educational and recreational values of certain National Forest System lands in the State of Montana, the following designations are made:

(1) The West Pioneers National Recreation Area located in the Beaverhead National Forest and comprising approximately seventy-seven thousand acres as generally depicted on a map entitled "West Pioneers National Recreation Area", dated April 1987;

(2) The Mount Helena Educational and Recreational Area located in the Helena National Forest and comprising approximately five thousand four hundred acres as generally depicted on a map entitled "Mount

Helena Education and Recreation Area", dated April 1987;

(3) The Ross Creek Cedars National Educational and Recreational Area located in the Kootenai National Forest and comprising approximately seven hundred acres as generally depicted on a map entitled "Ross Creek Cedars Biological Area", dated April 1987; and

(4) The Gibson Reservoir National Recreation Area located in the Lewis and Clark National Forest, and comprising approximately twenty-six thousand four hundred acres, as generally depicted on a map entitled "Gibson Reservoir National Recreation Area—Proposed", dated April 1987.

(b) The maps referred to in subsection (a) of this section shall be on file and available for public inspection in the office of the Chief, Forest Service, Washington, District of Columbia. The Secretary may make corrections to clerical and typographical errors.

(c) The Secretary of Agriculture shall administer the areas designated in subsection (a) of this section so as to achieve the purposes of their designation and in accordance with the laws and regulations applicable to the National Forest System except as follows:

(1) subject to valid existing rights, all federally owned lands within the areas are hereby withdrawn

from all forms of entry, appropriation and disposal under the mining and public land laws, and disposition under the geothermal and mineral leasing laws;

(2) nothing in this Act shall preclude such measures which the Secretary, in his discretion, deems necessary in the event of fire, or infestation of insects or disease;

(3) the use of snowmobiles, trail bikes, chainsaws and the use of motorized vehicles on existing roads may be permitted provided such uses will not adversely impact wildlife;

(4) the grazing of livestock, where established prior to the date of enactment of this Act, shall be permitted to continue subject to such reasonable regulations of the Secretary of Agriculture; and

(5) any activities which would otherwise be permitted in an area designated as wilderness pursuant to the Wilderness Act of 1964 shall also be permitted in the areas designated in subsection (1) of this section.

(d) All areas designated in subsection (a) of this section shall be administered as components of the National Forests wherein they are located. Land and resource management plans for the affected National Forests prepared in accordance with the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest

Management Act of 1976, shall emphasize achieving the purposes for which the areas are designated: *Provided,* That nothing in this section shall require the revision or amendment of any land management plan.

SEC. 9. The following provisions shall apply to the management and administration of the indicated areas in the National Forests in Montana:

(a) The West Big Hole is that area located on the Beaverhead National Forest comprising approximately one hundred twenty thousand acres, as generally depicted on a map entitled "West Big Hole" dated April 1986. For a period of five years from the date of enactment of this Act, the Secretary shall manage the area consistent with a further planning designation under RARE II pending completion of a watershed study. Such study will address the effects of resource management activities in the area on water quality and quantity. At the end of the five-year period and after completion and transmittal of the study to the Congress, the area shall be managed in accordance with the Beaverhead National Forest Plan. Management consistent with a further planning designation under RARE II shall continue for a period of one year after the results of the study have been transmitted to Congress.

(b) The area of the Helena and Deerlodge National Forests depicted on a map entitled "Elkhorns National Recreation and Wildlife Area—Proposed", dated August 1986, shall hereafter be managed to conserve recreation and wildlife values in accordance with the provisions of the Helena and Deerlodge National Forest Plans as of the date of enactment of this Act. All wilderness study requirements of Public Law 94–577 shall be deemed completed, and the Secretary shall not study the area again for Wilderness designation except as may be directed by Act of Congress.

SEC. 10. (a) In furtherance of the purposes of the Wilderness Act, the Secretary of Agriculture shall, upon revision of the initial land management plans for Gallatin, Kootenai, and Lewis and Clark National Forests required by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, review the following lands as to their suitability for preservation as wilderness;

(1) certain lands in the Gallatin and Lewis and Clark National Forests of Montana which comprises approximately one hundred thirteen thousand acres as generally depicted on a map entitled "Gallatin and Lewis and Clark Land Consolidation Study", dated June 1987;

(2) certain lands in the Kootenai National Forest of Montana, which comprises approximately thirty-four thousand eight hundred acres, as generally depicted on

a map entitled "Trout Creek Wilderness Study Area", dated June 1987, and which shall be known as the "Trout Creek Wildlife and Mineral Study Area";

(3) certain lands in the Kootenai National Forest of Montana, which comprise approximately six thousand acres, as generally depicted on a map entitled "Scotchman Peaks Wilderness Study Area", dated June 1987, and which shall be known as the "Scotchman Peaks Wildlife and Mineral Study Area"; and

(4) certain lands in the Lewis and Clark National Forest of Montana which comprise approximately one hundred thousand nine hundred acres, as generally depicted on a map entitled "Tenderfoot/Deep Creek Wilderness Study Area", dated June 1987, and which shall be known as the "Tenderfoot/Deep Creek Wildlife and Mineral Study Area.".

(b) Subsequent to such review the Secretary shall submit his reports and findings to the President and the President shall submit his recommendations to the Congress within one year of the date of receipt of the Secretary's report.

(c) Subject to valid existing rights and reasonable access to exercise such rights, until Congress determines otherwise, Crazy Mountain, the Trout Creek, Scotchman's Peak and Tenderfoot/Deep Creek Wilderness Study Areas shall be administered by the Secretary of Agriculture so as to maintain their presently existing wilderness character and potential for inclusion in the National Wilderness Preservation System: *Provided,* That all lands within the Areas are hereby withdrawn from all forms of appropriation under the mining laws pertaining to mineral and leasing and all mining, except that nothing in this Act shall prevent with the Trout Creek, Scotchman's Peak of Tenderfoot/Deep Creek wilderness study areas exploration or prospecting, for the purpose of gathering information about mineral or other resources, if such activity is carried on in a manner compatible with the preservation of the wilderness character of the area, recognizing the need for reasonable access.

(d) Within the Grazy Mountain land consolidation study area, the chief shall complete studies of public and private land consolidation alternatives, and these studies are to be submitted to the appropriate committees of Congress no later than January 1, 1991.

SEC. 11. In furtherance of the purposes of the Wilderness Act, the preservation of Blackfeet religious lands, and Blackfeet treaty rights, the following lands in the Lewis and Clark and Flathead National Forests are hereby designated as a Wilderness Study Area:

(a) Certain lands comprising approximately one hundred and ten thousand acres as generally depicted on a map entitled "Badger-Two Medicine Wilderness Study Area—Proposed", dated June 1987 and which shall be known as the Badger-Two Medicine Wilderness Study Area.

(b) The Secretary shall conduct a review of the area in accordance with the Wilderness Act and the following provisions and report his findings to Congress within five years of the date of enactment of this Act. In conducting his review the Secretary shall:

(1) establish a committee composed of representatives of the Blackfeet Tribal Business Council, the Pikuni Traditionalist Association, the National Park Service, the State of Montana, and representatives of the user public including environmental groups, and representatives of industry user groups. The Committee shall regularly advise the Secretary of the development of the report and submit its findings to Congress along with those of the Secretary;

(2) special consideration shall be given to the religious, wilderness and wildlife uses of the area, taking into account any treaties the United States has entered into with the Blackfeet Nation; and

(3) in consultation with the committee, the Secretary shall establish a process to provide information to the tribe and interested public about the options for future designation of the Badger-Two Medicine area.

(c) Subject to valid existing rights and the rights held by the Blackfeet Nation, the Secretary shall manage the Badger-Two Medicine Wilderness Study Area so as to protect its currently existing wilderness qualities until Congress determines otherwise.

(d) The Badger-Two Medicine Wilderness Study Area is hereby withdrawn from all forms of entry, appropriation, and disposal under the mining laws, and disposition under the geothermal and mineral leasing laws.

SEC. 12. The Secretary of Agriculture shall exchange lands and interests in lands with Burlington Northern Railroad Company in accordance with the following provisions:

(a) Subject to the provisions of this section, if the Burlington Northern Railroad Company offers to the United States the fee title to all the lands described in subparagraph (1), the Secretary of Agriculture is authorized and directed to accept a warranty deed to such lands and, in exchange, therefore, and subject to valid existing rights, convey by quitclaim deed the fee title to all the lands described in subparagraph (2):

(1) Approximately 8,130.67 acres of land of the Burlington Northern Railroad Company which is available for exchange to the United States; and

PRINCIPAL MONTANA MERIDIAN

Township 7 South, Range 4 East

Section 3; southwest quarter,

Section 9; east half,

Section 13; southwest quarter,

Section 15; all,

Section 25; All, fractional.

Township 7 South, Range 5 East

Section 19; All fractional, except northeast quarter,

Section 29; All,

Section 31; All fractional,

Section 33; All.

Township 8 South, Range 5 East

Section 5; All fractional.

Township 3 South, Range 5 East

Section 35; All.

Township 4 South, Range 5 East

Section a; All fractional.

Township 4 South, Range 6 East

Section 7; lots 1, 2, 3, 4, east quarter west half.

Township 8 South, Range 3 East

Section 31; lots 3, 4, east half southwest quarter, southeast quarter.

Township 12 North, Range 24 West

Section 19; east half northeast quarter.

(2) Approximately 9,181.74 acres of National Forest System lands available for exchange to Burlington Northern Railroad Company:

PRINCIPAL MONTANA MERIDIAN

Township 7 South, Range 2 East

Section 2; All fractional.

Township 7 South, Range 4 East

Section 31; All fractional,

Section 32; All,

Section 29; All.

Township 4 South, Range 4 East

Section 2; south half northeast quarter, south half,

Section 8; southwest quarter northeast quarter, east half southwest quarter, southeast quarter,

Section 10; All fractional,

Section 14; All,

Section 16; All fractional,

Section 20; lot 1, lot 2, south half northeast quarter, southeast quarter,

Section 22; All.

Township 3 South, Range 5 East

Section 32; lots 1–5, 9, 10, northwest quarter northeast quarter.

Township 1 South, Range 7 East

Section 22; All,

Section 24; All,

Section 26; All.

Township 1 South, Range 8 East

Section 22; All.

Township 15 North, Range 20 West

Section 28; northeast quarter southwest quarter.

Township 30 North, Range 31 West

Section 9; Portion north half northeast quarter northwest quarter.

Township 31 North, Range 31 West

Section 34; Portion southeast quarter southeast quarter, and

Section 35; southwest quarter southwest quarter, north half southeast quarter southwest quarter, west half south half southeast quarter southwest quarter, northwest quarter southeast quarter southeast quarter southwest quarter.

The National Forest System lands described in subsection (a)(2) shall be conveyed subject to the following reservations and exceptions:

(1) Existing ditches and canals as authorized by the Act of August 30, 1890 (26 Stat. 391).

(2) The right of the United States and its assigns to the Buck Creek Ridge Road Numbered 2599 in connection with the protection, administration, management, and utilization of National Forest System

lands, including right of use by the public. Said Buck Creek Ridge Road is located over and across sections 29, 31, and 32, Township 7 South, Range 4 East, Principal Montana Meridian, the rights-of-way being 60 feet in width, lying equally on each side of the center line as built.

(3) Rights which are subject to oil and gas leases Numbers 49432, 28085, 32843, 55325, and 31787 shall continue. Upon termination or relinquishment of the said leases, all the rights and interests therein in the lands described in subsection (a)(1) and included in said leases shall automatically vest in Burlington Northern Incorporated, its successors and assigns.

Sec. 13. (a) The Secretary of Agriculture shall, acquire, in accordance with the provisions of this section, certain lands and interests of Burlington Northern Railroad Company in and adjacent to the Hyalite-Porcupine-Buffalo Horn Wilderness Study Area, and additional lands in the Gallatin National Forest.

(b) The acquisition shall be by exchange and cash equalization as hereinafter: *Provided,* That, and it is the sense of Congress that exchanges authorized pursuant to this section should be completed within 90 days after the date of enactment of this Act, in accordance with the following provisions:

(1) If Burlington Northern Railroad Company offers to the United States the fee title to all the lands described in subparagraph A (1) of this subsection the Secretary of Agriculture is authorized and directed to accept a warranty deed to such lands and in exchange therefore, and subject to valid existing rights, the Secretary of Interior is authorized to convey by patent the fee title to all lands described in subparagraph A (2) of this subsection:

(a) Approximately 39,030.88 acres of land of the Burlington Northern Railroad Company to be acquired by the United States:

PRINCIPAL MERIDIAN MONTANA

Township 8 South, Range 5 East

Section 3: All fractional	737.40

Township 7 South, Range 5 East

Section 1: All fractional	638.05
Section 3: All fractional	639.00
Section 11: All	640.00
Section 13: All	640.00
Section 23: All	640.00
Section 25: All	640.00
Section 27: All	640.00
Section 35: All	640.00

Township 6 South, Range 5 East

Section 1: Lots 1, 2, South half northeast quarter, southeast quarter	351.08
Section 13: All	640.00
Section 23: East half, southwest quarter	480.00
Section 25: All	640.00
Section 27: Southeast quarter	160.00
Section 35: All	640.00

Township 5 South, Range 5 East

Section 1: All fractional	641.00

Township 4 South, Range 5 East

Section 35: All	640.00

Township 7 South, Range 6 East

Section 5: All fractional	637.16
Section 7: All fractional	619.00
Section 5: All fractional	620.00

Township 6 South, Range 6 East

Section 3: All fractional	712.40
Section 5: All fractional	714.88
Section 7: All fractional	595.20
Section 9: All	640.00
Section 11: All	640.00
Section 13: West half, northeast quarter, west half southeast quarter, south half southeast quarter southeast quarter, west half northwest quarter southeast quarter southeast quarter, west half west half northeast quarter southeast quarter	595.00
Section 15: All	640.00
Section 17: All	640.00
Section 19: All fractional	599.08
Section 21: All	640.00
Section 23: All	640.00
Section 27: All	640.00
Section 29: All	640.00
Section 31: All fractional	587.41
Section 33: All fractional	633.09

Township 5 South, Range 6 East

Section 5: All fractional	652.40
Section 17: All	640.00
Section 29: All	640.00
Section 31: All fractional	638.16

Township 4 South, Range 6 East

Section 29: All	640.00
Section 31: All	574.56
Section 33: All	640.00

Township 1 North, Range 6 East

Section 13: Lots 1, 2, 3, 4 west one half east one half, northwest one quarter	485.40

Township 4 South, Range 7 East

Section 9: All	640.00
Section 15: All	640.00
Section 17: East half, southwest quarter	480.00
Section 21: All	640.00
Section 23: All	640.00
Section 25: All	640.00
Section 27: All	640.00
Section 29: All	640.00
Section 33: All	640.00

Section 35: All	640.00

Township 3 South, Range 7 East

Section 27: Lots 1, 2, 3, 4, west half east half, north half northwest quarter	438.28
Section 33: Lots 1, 2, 3, 4, northeast quarter, north half southeast quarter	498.68

Township 3 South, Range 8 East

Section 1: All fractional	669.41

Township 5 South, Range 9 East

Section 13: All	640.00
Section 35: All	640.00

Township 3 South, Range 9 East

Section 5: All fractional	639.36
Section 7: Lots 1, 2, east half northwest quarter, northeast quarter	313.00
Section 9: All	640.00

Township 5 South, Range 10 East

Section 7: Lots 1, 2, 3, 4, east half west half, west half east half	476.64
Section 19: Lots 1, 2, 3, 4, east half west half, west half east half	481.08
Section 31: Lots 1, 2, 3, 4, east half west half, west half east half	479.52

Township 4 South, Range 10 East

Section 31: Lots 1, 2, 3, 4, east half west half, west half east half	484.64

(b) Approximately 14,507.40 acres of National Forest System lands to be conveyed to Burlington Northern Railroad Company in exchange for lands and interests acquired:

PRINCIPAL MERIDIAN MONTANA

Township 24 North, Range 27 West

Section 8: All	640.00
Section 18: All fractional	610.00

Township 25 North, Range 27 West

Section 26: Northwest quarter southwest quarter, west half northwest quarter, southeast quarter northeast quarter	160.00
Section 30: Lots 3, 4, east half southwest quarter, southeast quarter	320.00
Section 32: North half, north half southwest quarter, northwest quarter southeast quarter	440.00

Township 24 North, Range 26 West

Section 8: East half, east half northwest quarter, northwest quarter southeast quarter	440.00

Township 25 North, Range 26 West

Section 20: South half, northwest quarter, north half northwest quarter.	560.00
Section 28: East half	320.00

Township 10 North, Range 23 West

Section 2: Lots 1, 2, southwest quarter, north half	527.08
Section 4: All	640.00

Township 11 North, Range 23 West

Section 31: Lots 1, 2, 3, east half northwest quarter, northeast quarter, north half southeast quarter, southwest quarter southeast quarter	469.56
Section 32: All	640.00
Section 33: All	640.00

Township 15 North, Range 21 West

Section 4: East half, east half west half	480.00

Township 7 South, Range 3 East

Section 20: All	640.00

Township 1 South, Range 6 East

Section 12: All	640.00

Township 2 North, Range 6 East

Section 3: Lots 2, 3, 4, south half north half, south half	631.75
Section 4: All fractional	682.91
Section 10: All	640.00
Section 11: Southwest quarter, southwest quarter northwest quarter, southwest quarter southeast quarter	240.00
Section 14: All	640.00

Township 3 North, Range 6 East

Section 28: All	640.00
Section 33: West half, southwest quarter southeast quarter	360.00

Township 1 South, Range 7 East

Section 6: All fractional	588.14
Section 14: All	640.00

Township 1 North, Range 7 East

Section 22: All	640.00

Township 1 North, Range 9 East

Section 30: All fractional	637.96

(2) Lands conveyed to Burlington Northern Railroad under this section shall include such permanent road use easements as are necessary to assure Burlington Northern Railroad Company, its successors and assigns, the right to use National Forest System roads for the protection, management and utilization of those lands and interests therein. Said road easements shall be sixty feet in width, lying equally on each side of the roadway centerlines as built.

(3) The legal descriptions in subsection A are subject to such corrections as the Secretary and Burlington Northern Railroad Company may agree.

(4) If the value of those lands and interests therein as described in subsection A(1) of this section does not equal the value of those lands and interests therein as described in subsection A(2) of this section, the Secretary is authorized and directed to equalize the exchange through the payment of appropriated funds to Burlington Northern Railroad Company.

(5) There is hereby authorized to be appropriated to carry out the provisions of this section of this Act, the sum of $1,500,000, which amount is to be utilized as necessary to equalize the value of the exchange as authorized in section A of this subsection.

(6) Except the Secretary may determine that certain of the National Forest System lands described in subsection (b) lying westerly of the Continental Divide are not in the public interest and therefore not available for exchange to Burlington Northern Railroad Company, an additional sum shall be authorized which will equal the value of those lands not available for exchange.

(7) The exterior boundary of the Gallatin National Forest is hereby extended to include all of section 35, township 5 south, range 9 east, P.M.M. The lands and interests therein acquired pursuant to this section shall become National Forest System lands.

With respect to the lands of Burlington Northern described in subsection (a)(1) of this section the Secretary shall certify in writing that to his satisfaction, at the time of conveyance, there have been no encumbrances to the title which are unacceptable to the Secretary and no reduction in values of said lands or interests therein. If the Secretary finds an unacceptable encumbrance on the title or that a reduction in the value of the lands or interests therein has occurred, the Secretary shall not carry out the exchange but may exercise discretion to undertake an exchange on other terms and conditions in accordance with other provisions of law.

SEC. 14. The Secretary is directed to conduct a study for a potential horse trail in the Swan Range west of the Jewell Basin on the Flathead National Forest, Montana. The study shall be completed within two years and submitted, with appropriate recommendations, to the Committee on Energy and Natural Resources, United States Senate and the Committee on Interior and Insular Affairs, United States House of Representatives.

SEC. 15. Those lands comprising the Rattlesnake National Recreation Area and Wilderness as designated in Public Law 96–476 are hereby titled the "Rattlesnake National Education and Recreation Area and Wilderness" and the former title is abolished.

SEC. 16. The Secretary is directed to conduct a study for a potential snowmobile trail to relocate the trail known as the "Big Sky Snowmobile Trail" located within the Hyalite-Porcupine-Buffalo Horn Wilderness Study Area on the Gallatin National Forest such that a relocated trail will be readily accessible to snowmobilers, will not adversely affect wildlife values of the area, and to the maximum extent feasible is located outside the Hyalite-Porcupine-Buffalo Horn Wilderness Study Area. The study shall be completed within two years and submitted, with appropriate recommendations, to the Committee on Energy and Natural Resources, United

States Senate and the Committee on Interior and Insular Affairs, United States House of Representatives.

SEC. 17. The Secretary shall insure that motorized use of certain lands in the Gallatin National Forest, Montana, which are generally depicted on a map entitled "Hyalite-Porcupine-Buffalo Horn Wilderness Study Area" and dated April 1976, comprising approximately one hundred and fifty-one thousand acres is carried out in such manner as to protect the wilderness values of the area and is restricted to current levels of use: *Provided,* That nothing shall preclude any use of a "Big Sky Snowmobile Trail" relocated pursuant to section 16 of this Act.

SEC. 18. The Congress has sufficiently reviewed the suitability of the Bitter Creek Wilderness Study Area for wilderness designation and finds that the lands described therein have been sufficiently studied for wilderness pursuant to section 603 of the Federal Land Policy and Management Act, as amended, and are no longer subject to the requirement of section 603(c) of the Federal Land Policy and Management Act pertaining to management in a manner that does not impair suitability for preservation as wilderness.

II

100TH CONGRESS
1ST SESSION

H. R. 2090

IN THE SENATE OF THE UNITED STATES

OCTOBER 15, 1987

Received; read twice and referred to the Committee on Energy and Natural Resources

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AN ACT

To designate certain National Forest System lands in the State of Montana for release to the Forest Planning process, protection of recreation value, and inclusion in the National Wilderness Preservation System, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be referred to as the "Montana Natural Resources Protection and Utilization Act of 1987".

FINDINGS AND PURPOSES

SEC. 2. (a) The Congress finds that—

(1) many areas of undeveloped National Forest System lands in the State of Montana possess outstanding natural characteristics which give them high

values as wilderness and will, if properly preserved, contribute as an enduring resource of wilderness for the benefit of the American people;

(2) the Department of Agriculture's second roadless area review and evaluation (RARE II) and other studies of National Forest System lands in the State of Montana and the related congressional review of such lands have identified areas, which, on the basis of their landform, ecosystem, associated wildlife, and location, will help to fulfill the National Forest System's share of a quality National Wilderness Preservation System;

(3) the Department of Agriculture's RARE II and other studies of National Forest System lands in the State of Montana and the related congressional review of such lands have identified certain National Forest System lands in the State of Montana which should not now be designated as components of the National Wilderness Preservation System but which possess exceptional scenic, fish and wildlife, and recreational values and should be specially managed to protect those exceptional values; and

(4) the Department of Agriculture's RARE II of National Forest System lands in the State of Montana and the related congressional review of such lands have also identified areas which do not possess out-

standing wilderness attributes or which possess outstanding energy, mineral, timber, grazing, dispersed recreation, and other values and which should not now be designated as components of the National Wilderness Preservation System but should be available for nonwilderness multiple uses under the land management planning process and other applicable laws.

(b) The purposes of this Act are to—

(1) designate certain National Forest System lands in the State of Montana as components of the National Wilderness Preservation System, in furtherance of the purposes of the Wilderness Act of 1964 (78 Stat. 890), in order to preserve the wilderness character of the land and to protect watersheds and wildlife habitat, preserve scenic and historic resources, and promote scientific research, primitive recreation, solitude and physical and mental challenge.

(2) designate certain National Forest System lands in the State of Montana for special management and special study in order to promote, and conserve their exceptional scenic, wildlife and fish, and recreational values; and

(3) ensure that certain other National Forest System lands in the State of Montana be available for nonwilderness uses.

WILDERNESS DESIGNATION

SEC. 3. In furtherance of the purposes of the Wilderness Act of 1964 the following lands in the State of Montana are hereby designated as wilderness and, therefore, as components of the National Wilderness Preservation System:

(1) Certain lands in the Beaverhead, Bitterroot, and Deerlodge National Forests, Montana, which comprise approximately 28,500 acres, as generally depicted on a map entitled "Anaconda-Pintler Wilderness Additions—Proposed" (North Big Hole, Storm Lake, Upper East Fork), dated September 1987, and which are hereby incorporated in and shall be deemed to be a part of the Anaconda-Pintler Wilderness.

(2) Certain lands in the Beaverhead National Forest, Montana, which comprise approximately 25,000 acres, as generally depicted on a map entitled "Italian Peaks Wilderness—Proposed", dated September 1987, and which shall be known as the Italian Peaks Wilderness.

(3) Certain lands in the Beaverhead National Forest, Montana, which comprise approximately 79,500 acres, as generally depicted on a map entitled "East Pioneer Wilderness—Proposed", dated September 1987, and which shall be known as the East Pioneer Wilderness.

(4) Certain lands in the Beaverhead National Forest, Montana, which comprise approximately 6,500 acres, as generally depicted on a map entitled "Tobacco Root Wilderness—Proposed", dated September 1987, and which shall be known as the Tobacco Root Wilderness.

(5) Certain lands in the Bitterroot, Deerlodge, and Lolo National Forests, Montana, which comprise approximately 70,500 acres, as generally depicted on a map entitled "Stony Mountain Wilderness—Proposed", dated September 1987, and which shall be known as the Stony Mountain Wilderness.

(6) Certain lands in the Bitterroot and Lolo National Forests, Montana, which comprise approximately 55,600 acres, as generally depicted on maps entitled "Selway-Bitterroot Wilderness Additions—Proposed", dated September 1987, and which are hereby incorporated in and shall be deemed to be a part of the Selway-Bitterroot Wilderness.

(7) Certain lands in the Bitterroot National Forest, Montana, which comprise approximately 28,500 acres, as generally depicted on a map entitled "Frank Church-River of No Return Wilderness Additions—Proposed" (Bluejoint), dated September 1987, and which are hereby incorporated in and shall be

deemed to be part of the Frank Church-River of No Return Wilderness.

(8) Certain lands in the Custer National Forest, Montana, which comprise approximately 10,500 acres, as generally depicted on a map entitled "Lost Water Canyon Wilderness—Proposed", dated September 1987, and which shall be known as the Lost Water Canyon Wilderness.

(9) Certain lands in the Custer National Forest, Montana, which comprise approximately 6,000 acres, as generally depicted on a map entitled "Absaroka Beartooth Wilderness Additions—Proposed" (Burnt Mountain, Timberline Creek, Stateline, Mystic Lake), dated September 1987, and which are hereby incorporated in and shall be deemed to be a part of the Absaroka Beartooth Wilderness.

(10) Certain lands in the Deerlodge and Helena National Forests, Montana, which comprise approximately 19,000 acres, as generally depicted on a map entitled "Electric Peak Wilderness—Proposed", dated September 1987, and which shall be known as the Blackfoot Meadows Wilderness.

(11) Certain lands in the Deerlodge National Forest, Montana, which comprise approximately 41,000 acres, as generally depicted on a map entitled

"Flint Creek Range Wilderness—Proposed", dated September 1987, and which shall be known as the Flint Creek Range Wilderness.

(12) Certain lands in the Deerlodge and Bitterroot National Forests, Montana, which comprise approximately 65,000 acres, as generally depicted on a map entitled "Sapphires Wilderness—Proposed", dated September 1987, and which shall be known as the Sapphires Wilderness.

(13) Certain lands in the Flathead National Forest, Montana, which comprise approximately 118,000 acres, as generally depicted on a map entitled "North Fork Wilderness—Proposed (Tuchuck, Mount Hefty, Thompson-Seton)", dated September 1987, and which shall be known as the North Fork Wilderness.

(14) Certain lands in the Flathead, Lolo, and Lewis and Clark National Forests, Montana, which comprise approximately 237,500 acres, as generally depicted on maps entitled "Bob Marshall Wilderness Additions—Proposed" (Limestone Cave, Slippery Bill, Rocky Mountain Front, Clearwater-Monture, Silver King-Falls Creek), dated September 1987, and which shall be deemed to be part of the Bob Marshall Wilderness.

(15) Certain lands in the Flathead National Forest, Montana, which comprise approximately 960 acres, as generally depicted on a map entitled "North Mission Mountain Wilderness Additions—Proposed", dated September 1987, and which are hereby incorporated in and shall be deemed to be a part of the North Mission Mountain Wilderness.

(16) Certain lands in the Flathead National Forest, Montana, comprising approximately 129,500 acres, as generally depicted on maps entitled "Jewel Basin/Swan Wilderness—Proposed", dated September 1987, and those lands comprising the west slope of the Bob Marshall Wilderness shall be deemed to be a part of the Bob Marshall Wilderness and the remaining lands shall be known as the Swan Crest Wilderness.

(17) Certain lands in the Gallatin National Forest, Montana, which comprise approximately 500 acres, as generally depicted on a map entitled "North Absaroka Wilderness Additions—Proposed" (Republic Mountain), dated September 1987, and which are hereby incorporated in and shall be deemed to be a part of the North Absaroka Wilderness.

(18) Certain lands in the Gallatin National Forest, Montana, which comprise approximately 23,000 acres, as generally depicted on a map entitled "Lee Metcalf

Cowboys Heaven Addition—Proposed", dated September 1987, and which are hereby incorporated in and shall be considered part of the Lee Metcalf Wilderness.

(19) Certain lands in the Gallatin National Forest, which comprise approximately 22,000 acres, as generally depicted on a map entitled "Earthquake Wilderness—Proposed", dated September 1987, and which shall be known as the Earthquake Wilderness.

(20) Certain lands in the Helena National Forest, Montana, which comprise approximately 26,000 acres, as generally depicted on a map entitled "Camas Creek Wilderness—Proposed", dated September 1987, which shall be known as the Camas Creek Wilderness.

(21) Certain lands in the Helena National Forest, Montana, which comprise approximately 15,000 acres, as generally depicted on a map entitled "Mount Baldy Wilderness—Proposed", dated September 1987, and which shall be known as the Mount Baldy Wilderness.

(22) Certain lands in the Helena National Forest, Montana, which comprise approximately 10,500 acres, as generally depicted on a map entitled "Gates of the Mountain Wilderness Additions—Proposed" (Big Log), dated September 1987, and which are hereby incorporated in and shall be deemed to be part of the Gates of the Mountain Wilderness.

(23) Certain lands in the Helena National Forest, Montana, which comprise approximately 8,500 acres, as generally depicted on a map entitled "Black Mountain Wilderness—Proposed", dated September 1987, and which shall be known as the Black Mountain Wilderness.

(24) Certain lands in the Helena National Forest, Montana, which comprise approximately 21,000 acres, as generally depicted on a map entitled "Nevada Mountain Wilderness—Proposed", dated September 1987, which shall be known as the Nevada Mountain Wilderness.

(25) Certain lands in the Kootenai National Forest, Montana, which comprise approximately 51,500 acres, as generally depicted on a map entitled "Scotchman Peaks Wilderness—Proposed", dated September 1987, and which shall be known as the Scotchman Peaks Wilderness.

(26) Certain lands in the Kootenai National Forest, Montana, which comprise approximately 33,000 acres, as generally depicted on a map entitled "Ten Lakes Wilderness—Proposed", dated September 1987, and which shall be known as the Ten Lakes Wilderness.

(27) Certain lands in the Kootenai National Forest, Montana, which comprise approximately 35,500 acres, as generally depicted on a map entitled "Cabinet Mountains Wilderness Additions—Proposed", dated September 1987, and which are hereby incorporated in and shall be a part of the Cabinet Mountains Wilderness.

(28) Certain lands in the Lewis and Clark National Forest, Montana, which comprise approximately 21,500 acres, as generally depicted on a map entitled "Big Snowies Wilderness Area—Proposed", dated September 1987, and which shall be known as the Big Snowies Wilderness.

(29) Certain lands in the Lolo National Forest, Montana, which comprise approximately 89,600 acres, as generally depicted on a map entitled "Great Burn Wilderness—Proposed", dated September 1987, and which shall be known as the Great Burn Hoodoo Wilderness.

(30) Certain lands in the Lolo National Forest, Montana, which comprise approximately 49,000 acres, as generally depicted on a map entitled "Quigg Wilderness—Proposed", dated September 1987, and which shall be known as the Quigg Wilderness.

WILDERNESS MAPS, DESCRIPTIONS AND ADMINISTRATION

SEC. 4. (a) The Secretary of Agriculture (hereinafter referred to as the "Secretary") shall file the maps referred to in section 3 of this Act and legal descriptions of each wilderness area designated by section 3 of this Act with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map and legal description shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in such legal descriptions and maps may be made. Each such map and legal description shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

(b) Subject to valid existing rights, each wilderness area designated by section 3 of this Act shall be administered by the Secretary in accordance with the provisions of the Wilderness Act of 1964 governing areas designated by that Act as wilderness areas, except that, with respect to any area designated in section 3 of this Act, any reference to the effective date of the Wilderness Act of 1964 shall be deemed to be a reference to the effective date of this Act.

SCAPEGOAT AND GREAT BEAR WILDERNESS NAMES

SEC. 5. In order to consolidate existing contiguous wilderness areas, those lands comprising the Great Bear Wilderness Area designated by Public Law 95-946 and any amendments thereto and the Scapegoat Wilderness Area designated by Public Law 92-395 and any amendments thereto are hereby incorporated in and deemed to be a part of the Bob Marshall Wilderness. The designations of the Great Bear Wilderness and Scapegoat Wilderness will refer to units within the Bob Marshall Wilderness.

RELEASE TO NONWILDERNESS USES

SEC. 6. (a) The Congress finds that—

(1) the Department of Agriculture has adequately met the wilderness study requirements of Public Law 94-557 and Public Law 95-150;

(2) the Department of Agriculture has completed the Second Roadless Area Review and Evaluation Program (RARE II);

(3) the Department of Agriculture, with substantial public input, has reviewed the wilderness potential of these and other areas through its Land and Resource Management Planning for National Forests; and

(4) the Congress has made its own examination of National Forest System roadless areas in the State of Montana and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress hereby determines and directs that—

(1) without passing on the questions of the legal and factual sufficiency of the RARE II final environ-

mental impact statement (dated January 1979) with respect to National Forest System lands in States other than Montana, such statement shall not be subject to judicial review with respect to National Forest System lands in the State of Montana;

(2) with respect to the National Forest System lands in the State of Montana which were reviewed by the Department of Agriculture in wilderness studies conducted pursuant to Public Law 94-557 and Public Law 95-150, in RARE II, and in the unit plans and the Forest plan for the Beaverhead National Forest which were in effect prior to completion of RARE II, that such reviews shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revision of the plans, but shall review the wilderness option when the plans are revised, which revisions will ordinarily occur on a ten-year cycle, or at least every fifteen years, unless, prior to such time the Secretary

finds that conditions in a unit have significantly changed;

(3) except as may be specifically provided in sections 8–11 of this Act, those areas in the State of Montana referred to in subparagraph (2) of this subsection which were not designated wilderness shall be managed for multiple use in accordance with land management plans pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976: *Provided,* That such areas need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of the initial land management plans;

(4) in the event that revised land management plans in the State of Montana are implemented pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and other applicable law, areas not recommended for wilderness designation need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of such plans, and areas recommended for wilderness designation shall be managed for the purpose of protecting their suitability

for wilderness designation as may be required by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976, and other applicable law; and

(5) unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the State of Montana for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

(c) As used in this section, and as provided in section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, the term "revision" shall not include an amendment to a plan.

(d) The provisions of this section shall also apply to those National Forest System roadless lands in the State of Montana which are less than five thousand acres in size.

ADJACENT MANAGEMENT

SEC. 7. Congress does not intend that designation of wilderness areas in the State of Montana lead to the creation of protective perimeters or buffer zones around each wilderness area. The fact that nonwilderness activities or uses can be seen or heard from areas within the wilderness shall not, of itself, preclude such activities or uses up to the boundary of the wilderness area.

SPECIAL MANAGEMENT AREAS

SEC. 8. (a) For the purposes of conserving and protecting the exceptional scenic, fish and wildlife, biological, educational and recreational values of certain National Forest System lands in the State of Montana, the following designations are made:

(1) The West Pioneers National Recreation Area located in the Beaverhead National Forest and comprising approximately 169,800 acres, as generally depicted on a map entitled "West Pioneers National Recreation Area—Proposed", dated September 1987.

(2) The Mount Helena National Education and Recreation Area located in the Helena National Forest and comprising approximately 5,400 acres as generally depicted on a map entitled "Mount Helena Education and Recreation Area—Proposed", dated September 1987.

(3) The Ross Creek Cedars National Recreation Area located in the Kootenai National Forest and comprising approximately 700 acres, as generally depicted on a map entitled "Ross Creek Cedars Biological Area—Proposed", dated September 1987.

(4) The Gibson Reservoir National Recreation Area located in the Lewis and Clark National Forest,

and comprising approximately 26,400 acres, as generally depicted on a map entitled "Gibson Reservoir National Recreation Area—Proposed", dated September 1987.

(5) The Cottonwood Lake National Recreation Area located in the Deerlodge National Forest, and comprising approximately 8,300 acres, as generally depicted on a map entitled "Cottonwood Lake National Recreation Area—Proposed", dated September 1987.

(b) The Secretary shall file the maps referred to in this section with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in such maps may be made. Each such map shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

(c)(1) Except as otherwise may be provided in this subsection, the Secretary shall administer the areas designated in subsection (a) of this section so as to achieve the purposes of their designation as National Recreation Areas in accordance with the laws and regulations applicable to the National Forest System.

(2) Subject to valid existing rights, all federally owned lands within the areas are hereby withdrawn from all forms of entry, appropriation and disposal under the mining and public land laws, and disposition under the geothermal and mineral leasing laws.

(3) Management activities may be permitted by the Secretary of Agriculture if compatible with the purposes for which the areas were designated: *Provided,* That nothing in this Act shall preclude such measures which the Secretary, in his discretion, deems necessary in the event of fire, or infestation of insects or disease.

(4) The use of motorized equipment may be allowed if compatible with the purposes for which the areas are designated.

(5) The grazing of livestock, where established prior to the date of enactment of this Act, shall be permitted to continue subject to applicable law and regulations of the Secretary.

(6) Any activities which would otherwise be permitted in an area designated as wilderness pursuant to the Wilderness Act of 1964 shall also be permitted in the areas designated in subsection (a) of this section.

(7) The Forest Service shall manage the Mt. Helena National Education and Recreation Area and the Hyalite National Education and Recreation Area (designated in Sec-

tion 11) with a focus on education. All management activities shall be conducted in a way that provides the public with an education on natural resources protection and management.

(d) All areas designated in subsection (a) of this section shall be administered as components of the National Forests wherein they are located. Land and resource management plans for the affected National Forests prepared in accordance with the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, shall emphasize achieving the purposes for which the areas are designated.

ELKHORNS NATIONAL RECREATION AND WILDLIFE AREA

SEC. 9. (a) The area of the Helena and Deerlodge National Forests comprising approximately 175,700 acres, as generally depicted on a map entitled "Elkhorns National Recreation and Wildlife Area—Proposed", dated September 1987, shall hereafter be managed generally as a national recreation area that emphasizes enhancement of big game habitat. Where compatible with such emphasis, management also shall provide for recreational opportunities and the maintenance and enhancement of habitat for non-game species. Those lands within the Elkhorns National Recreation and Wildlife Area designated as "Elkhorns-2" and as shown on the above map shall remain roadless, except that motorized equipment may be used by the Secretary after hearings and a finding that such use is required for habitat improvement for fish and wildlife. Any area disturbed by such motorized equipment shall be restored to contour and revegetated with appropriate native plant species as expeditiously as possible.

(b) The Secretary shall file the map referred to in this section with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and the map shall have the same force and effect as if included in this Act: *Provided,* That correction of clerical and typographical errors in the map may be made. The map shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

(c) Subject to valid existing rights, all federally owned lands within the area designated as "Elkhorns-2" are hereby withdrawn from all forms of entry, appropriation and disposal under the mining and public land laws, and disposition under the geothermal and mineral leasing laws.

SPECIAL STUDY AREAS

SEC. 10. The following provisions shall apply to the management and administration of the described areas in the National Forest in Montana:

(a) The West Big Hole, that area located on the Beaverhead National Forest comprising approximately 124,700 acres, as generally depicted on a map entitled "West Big Hole", dated September 1987. The Secretary shall prepare a watershed management study to address the effect of alternative forest management activities on future water quality and quantity. The study with recommendations of the Secretary shall be submitted to the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, no later than three years from the date of enactment of this Act. For the period of study and for two years from the date of submittal of the study to the Congress (but no less than five years from the date of enactment of this Act), the Secretary shall protect the wilderness character of the area and shall manage the area consistent with a further planning designation under RARE II.

(b) The Crazy Mountains Wilderness Study Area in the Gallatin and Lewis and Clark National Forest comprising approximately 131,500 acres, as generally depicted on a map entitled "Gallatin and Lewis and Clark Land Consolidation Study", dated September 1987. This area shall be managed in accordance with the provisions of Public Law 95–150. The Forest Service shall complete a study of public and private land consolidation alternatives for this area which shall be submitted to the appropriate committees of Congress no later than January 1, 1991.

(c) The Secretary shall file the maps referred to in this section with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map shall have the same force and effect as if included in this Act: Provided, That correction of clerical and typographical errors in these maps may be made. Each map shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

GALLATIN RANGE

SEC. 11. (a) Certain lands in the Gallatin National Forest which comprise approximately 24,000 acres, generally depicted as "wilderness" on a map entitled "Gallatin Wilderness Area—Proposed", dated September 1987, are hereby designated as wilderness and as a component of the National Wilderness Preservation System and shall be known as the "Gallatin Wilderness".

(b)(1) Certain lands in the Gallatin National Forest which comprise approximately 26,000 acres generally depicted as "National Education and Recreation Area" on the map referenced in subsection (a) shall hereby be designated the "Hyalite National Education and Recreation Area".

(2) The Secretary shall administer the area so as to achieve the purposes of a National Recreation Area in ac-

cordance with the laws and regulations applicable to the National Forest System.

(3) Subject to valid existing rights, all federally owned lands within the area are hereby withdrawn from all forms of entry, appropriation and disposal under the mining and public lands laws, and disposition under the geothermal and mineral leasing laws.

(4) Timber harvesting on Federal land shall not be permitted within the boundary of the National Education and Recreation Area except, that nothing in this subsection shall preclude such measures which the Secretary, in his discretion, deems necessary in the event of fire, or infestation of insects or disease.

(5) The use of motorized equipment may be allowed if compatible with the purposes for which the area is designated and if such use will not degrade the resources of the area.

(6) The grazing of livestock, where established prior to the date of enactment of this Act, shall be permitted to continue subject to applicable law and regulations of the Secretary.

(c) The provisions of section 6 shall be applicable to (a) and (b) above as appropriate.

(d) Lands in Hyalite/Porcupine/Buffalo Horn Wilderness Study Area not referred to in subsections (a) and (b) and which comprise approximately 123,000 acres, as generally depicted as "Land Consolidation Study" on the map referenced in subsection (a) shall be known as the Gallatin Range Land Consolidation Study Area and shall be managed in accordance with the provisions of Public Law 95–150. The Forest Service shall complete a study of public and private land consolidation alternatives for this area which shall be submitted to the appropriate committees of Congress no later than January 1, 1989.

(e) Notwithstanding any other provision of law, the Secretary shall not permit any road to be constructed into any portion of the area designated in (a) or (d) above and any easements granted prior to enactment of this Act. The Secretary may approve an easement application after the date of enactment of this Act providing a completed Environmental Impact Statement has been submitted to the appropriate committees of the Congress and the Congress has taken affirmative action to provide authority to the Secretary to grant such an easement.

(f) The Secretary shall file the map referred to in this section with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and this map shall have the same force and effect as if included in this Act: Provided, That correction of clerical and typographical errors in the map may be made. The map shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

BURLINGTON NORTHERN LAND EXCHANGE

SEC. 12. The Secretary shall exchange lands and interests in lands with Burlington Northern Railroad Company in accordance with the following provisions:

(a) Subject to the provisions of this section, if the Burlington Northern Railroad Company offers to the United States the fee title to all the lands depicted on a map entitled "Burlington Nothern Proposed Exchange Lands", dated September 1987, the Secretary is authorized and directed to accept a warranty deed to such lands and, in exchange, therefore, and subject to valid existing rights, convey by quitclaim deed the fee title to all the lands depicted on a map entitled "National Forest Proposed Exchange Lands", dated September 1987. The National Forest System lands depicted on such map shall be conveyed subject to the following reservation and exceptions:

(1) Existing ditches and canals as authorized by the Act of August 30, 1890 (26 Stat. 391, 43 U.S.C. 945).

(2) The right of the United States and its assigns to the Buck Creek Ridge Road Numbered 2599 in connection with the protection, administration, management, and utilization of National

Forest System lands, including right of use by the public. Said Buck Creek Ridge Road is located over and across sections 29, 31, and 32, Township 7 South, Range 4 East, Principal Montana Meridian, the right-of-way being 60 feet in width, lying equally on each side of the center line as built.

(3) Rights which are subject to oil and gas leases numbers 49432, 28085 32843, 55325, and 31787 are excepted. Upon termination of relinquishment of the said leases, all the rights and interests therein in the lands depicted in the map entitled "National Forest Proposed Exchange Lands" and included in said leases shall automatically vest in Burlington Northern Incorporated, its successors and assigns.

(4) Such other terms and conditions, reservations or exceptions as may be agreed upon by the Secretary and Burlington Northern.

(b) The maps referred to in subsection (a) are subject to such minor corrections as the Secretary and Burlington Northern may agree.

(c) It is the sense of Congress that the exchange authorized pursuant to this section should be completed within ninety days after the date of the enactment of this Act. The Secretary is authorized to use other existing acquisition authorities if the exchange authorized by this section is not completed within a reasonable time after the expiration of such ninety-day period.

(d) With respect to the lands of Burlington Northern depicted on the map entitled "Burlington Northern Proposed Exchange Lands", the Secretary shall certify in writing that to his satisfaction, at the time of conveyance, there have been no encumbrances to the title which are unacceptable to the Secretary and no reduction in values of said lands or interests therein. If the Secretary finds an unacceptable encumbrance on the title or that a reduction in the value of the lands or interests therein has occurred, the Secretary shall not carry out the exchange but may exercise discretion to undertake an exchange on other terms and conditions in accordance with other provisions of law.

MISCELLANEOUS PROVISIONS

SEC. 13. (a) The Secretary is directed to conduct a study for a potential horse trail in the Swan Range west of the Jewel Basin on the Flathead National Forest, Montana. The study shall be completed within two years and submitted to the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives. No action to construct any such horse trail shall be initiated until at least ninety days after the date of submittal of the report.

(b) Those lands comprising the Rattlesnake National Recreation Area and Wilderness as designated in Public Law 96–476 are hereby redesignated as the "Rattlesnake National Education and Recreation Area and Wilderness".

(c) The acreage cited in this Act is approximate and in the event of discrepancies between cited acreage and the lands depicted on referenced maps, the maps shall control.

SEVERED MINERALS EXCHANGE

SEC. 14. (a) Congress finds that:

(1) Underlying certain areas in Montana designated by this Act are mineral rights owned by the Burlington Northern Railroad Company or its affiliates (hereafter "Company");

(2) There are federally owned minerals underlying lands of the Company lying outside such areas;

(3) The Company has agreed in principle with the Department of Agriculture as to the potential exchange of mineral rights to consolidate surface and subsurface ownerships and to avoid potential conflicts with the surface management of such areas;

(4) It is desirable to authorize and facilitate such an exchange or exchanges, and that it is desirable that any such exchanges be completed within two years of the date of enactment of this Act.

(b) Pursuant to an exchange agreement which may be made by the Secretary and the Company, the Secretary may acquire by exchange any mineral interest owned by the Burlington Northern Railroad Company or any affiliate thereof underlying surface lands owned by the United States located in the areas depicted on the maps entitled "Bob Marshall Wilderness Additions— Proposed" (Clearwater—Monture area) and "Gallatin Wilderness Area—Proposed", dated September 1987, or in any fractional sections adjacent to such areas. In exchange for such mineral interests owned by the Company, the Secretary of the Interior shall convey, subject to valid existing rights, federally owned mineral interests which are specifically identified in an exchange agreement.

(c) The value of mineral interests exchanged pursuant to this section shall be approximately equal based on available information. To assure that the wilderness or other natural values of the areas are not affected, a formal appraisal shall not be required for any mineral interest proposed for exchange: *Provided,* That the Secretary and the Company will fully share all available information on the quality and quantity of mineral interests. In the absence of adequate information regarding values of minerals proposed for exchange, the Secretary and the Company may agree to an exchange on the basis of mineral interests of similar development potential, geologic character, and similar factors.

(d) Any mineral interests conveyed by the United States pursuant to this Act shall underlie lands the surface of which are owned by the Company. In the event that there are not sufficient federally owned mineral interests of approximately equal value underlying Company lands, then the Secretary and the Bureau of Land Management may identify for exchange any other federally owned mineral interest in Montana for which the surface estate is in private ownership.

(e) Any exchange agreement and the inclusion in such agreement of any federally owned mineral interests lying outside the boundaries of any National Forest shall be made in consultation with the Bureau of Land Management. Notwithstanding any provision of law, the Secretary of the Interior shall convey the federally owned mineral interests identified in any final exchange agreement.

(f) For purposes of this section, "mineral interests" shall include all locatable and leasable minerals, including oil and gas, geothermal resources, and all other subsurface rights.

(g) Any exchange agreement and implementing actions made pursuant to this section shall not be deemed a major Federal action significantly affecting the quality of the environment under section 102 of the National Environmental Policy Act (42 U.S.C. 4332) nor require the preparation of an environmental assessment in accordance with that Act.

AUTHORIZATION

SEC. 15. There are hereby authorized to be appropriated such sums as may be necessary for the purposes of this Act.

Passed the House of Representatives October 13, 1987.

Attest: DONNALD K. ANDERSON,
Clerk.

By DALLAS L. DENDY, JR.,
Assistant to the Clerk.

STATEMENT OF HON. MAX BAUCUS, U.S. SENATOR FROM MONTANA

Senator BAUCUS. Thank you, Mr. Chairman. Good morning, Mr. Chairman, and fellow Montanans.

I want to first point out what a good morning this is. It's snowing in Washington, DC. In Montana over the weekend it was in the 70's, and the forecast is for continued temperatures in Montana in the 60's and 70's.

I say that because it indicates just how special our state is. Many folks here have come many miles at great sacrifice to testify on a bill that is very, very important to them and to us. I know all of us would rather be home, particularly because the temperature is so balmy, in the wildlands or in our national forests, than in a stuffy hearing room.

So I first want to thank all of those here in our state who have come to Washington, DC, who have traveled such a great distance, and many at such a great sacrifice.

For over a decade, farmers, business people, government officials, loggers, campers, miners, snowmobilers, Native Americans, ranchers, forest rangers, river runners, have each logged strong opinions on the future of the vast roadless areas of our state. During the course of the debate, three separate bills have been introduced, several public hearings have been held in Washington, DC and in Montana, thousands of hours have been invested in studies, thousands of pages of testimony recorded and read, and millions of words spoken.

The intensity and length of the debate is a reflection of us, of our concern for Montana, and our commitment to our beliefs. It goes to the very heart of what it means to be a Montanan.

It has been a health and productive debate, but we are at a time in our state's history where we are beginning to put conflicts in the past and cooperation in the future. This truly is a dawn of a new era.

Indeed, the future of our state depends on how well we make that transition. The debate over our national forest roadless areas is a good example; 6 million areas of roadless areas are at stake. Montanans are ready to get on with the sound economic planning of these lands.

The next 2 days we will hear from all sides. We'll talk about the unique qualities of many pristine areas, whether we will decide to preserve the wilderness characteristics or not. We'll agree on areas that should be released and used for logging and mining and waterized recreation.

In the end, we'll turn over to the people of Montana a wilderness bill that is sound and well reasoned. But I want to remind this committee that resolving the RARE II areas is not simply a matter of numbers. It is not about releasing four million acres or adding 1.4 million wilderness acres, or a half a million wilderness study areas, or a quarter of a million special management acres.

No, it is about places like Cube-Iron Silcox and the Lolo. This area is recommended for wilderness protection by many diverse groups, the Thompson Falls area. It is also recommended by the governor of Montana. Cube Iron boasts 15 high lakes, fragile canyons, and exceptionally steep wild drainages. It displays a diversity of habitat for abundant big game and endangered species. Cube-Iron Silcox is a good example of the balance that is needed in this debate.

It is true that there are significant local timber interests in the area. But this area is so fragile that 20 foot steel barriers are necessary to prevent the hillsides from caving into National Forest Service roads. Cube-Iron is steep country, and it probably should be left as it is, unroaded.

But the scales don't always tilt in favor of wilderness designation. Some areas must be released to accommodate other interests. Examples are Sheep Mountain in the Lolo, where the balance tips toward timber harvesting. Or Columbia Mountain in the Swan Crest, where motorized recreation is favored. Or Black Leaf Canyon along the Rocky Mountain Front, where oil and gas development should be permitted.

Resolving the RARE II question involves wise and practical decisions about the best use of our remaining roadless lands. That is what we are trying to do here today.

One of the proposals we will be considering is S. 1478, my Montana Wilderness bill, which I introduced last July after many long discussions with a variety of groups around the state. I believe the committee will find it to be a sound and well reasoned bill. It strikes a balance between protection and future development of the roadless areas in our State.

Besides assigning wilderness protection to 1.3 million acres and holding open the option to designate 700,000 additional acres, my bill accomplishes a number of other significant tasks.

For example, access to Montana's RARE II timber base is vital to local Montana mills. The bill releases more than four million acres back to the forest plants. Included in that are more than 1.2 million acres of suitable timberland, with the potential contribution to the long-term sustained yield of 148 million board feet each year. In addition, 99 million board feet will be added to the allowable sale quantity for this planning cycle. The release allowed by my bill will permit harvesting of 99 percent of the valuable timberland that is planned for harvest by the Forest Service in our State.

In addition, my bill permits development of all oil and gas reserves, all patented mining claims. It protects all existing development rights. It protects livestock grazing allotment rights. It establishes 250,000 acres of national recreation areas, and protects all groomed and many other favorite snowmobile trails across the state from restrictive designations.

There are many areas on which we agree. In fact, it is clear that Senator Melcher, Congressman Williams and I agree on the vast majority of areas under consideration. It is important to underline the agreement. Beyond that, there are other additional areas on which Congressman Williams and I also agree very much. In fact, there are only a few areas where we disagree. It is my hope that during these hearings, that those disagreements will not be highlighted. Rather, that the agreements will be highlighted so that we do pass a bill which goes toward protecting Montana for the future.

I think it is clear that the future of our State, the recreation future of our State, the economic future of our State is dependent upon protecting in the main the areas that are so important to us.

I want to thank, first of all, Senator Melcher who is holding these hearings. He is working very hard and diligently. I also want to thank Congressman Williams who has done something important. He has secured the passage of a Wilderness bill in the House of Representatives.

I look forward, Mr. Chairman, to these hearings, to the views of all those who have come such a great distance and at such sacrifice. And more important, to the final resolution of a bill which has been on the front burner for so many years. Thank you.

[The prepared statement of Senator Baucus follows:]

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NEWS

SENATOR MAX BAUCUS

FOR RELEASE: IMMEDIATE
March 21, 1988

Contact: Suzanne Lagoni
202 224-2651

BAUCUS TESTIFIES BEFORE SENATE SUBCOMMITTE ON MONTANA WILDERNESS BILL

WASHINGTON: Senator Max Baucus told a Senate Subcommittee today that Democratic members of the state's Congressional delegation are very close to agreement on a state wilderness bill. Baucus's testimony came during the opening of two days of hearings before the Subcommittee on Public Lands, National Park and Forests on a Montana Wilderness Bill.

Below is the complete text of Baucus's testimony.

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Mr. Chairman, members of the committee, fellow Montanans. Good Morning.

And it is a good morning -- because we are about to take the final steps in finishing a job that's been hanging over our heads for years. We're very close to settling the question of how best to use our roadless lands in Montana.

At this moment it's about 8:00 a.m. at home. The Montana sun is rising over some remarkable country. Montanans have just enjoyed a beautiful, spring weekend. And more of the same is forecast for this week.

I want to thank the many Montanans I see here today who have traveled a long distance, at their own expense, to talk about the future of that country which is very close to all our hearts.

I know most of you would prefer being out in our national forests rather than sitting in a stuffy hearing room. But I want you to know I appreciate the effort you've made to be here. You show just how much Montanans care.

This is the second time we've come together in this room to debate the Montana wilderness issue. The first hearing was three years ago. Much has happened in those three years.

For over a decade, farmers, business people, government officials, loggers, campers, miners, snowmobilers, Native Americans, ranchers, rangers and river runners each have lodged strong opinions on the future of our vast, roadless lands.

During the course of the debate, three separate bills have been introduced in Congress, seven public hearings have been held in Washington and Montana, hundreds of manhours have been invested in studies, thousands of pages of testimony have been recorded and read, and millions of words have been spoken.

The intensity and length of the debate is a reflection of us -- of our concern for Montana and our commitment to our beliefs. It goes to the heart of what it means to be a Montanan.

It's been a healthy, productive debate, too. For we are at a time in our state's history where we are beginning to put conflicts in the past and cooperation in the future. This truly is the dawn of a new era.

Indeed, the future of our state depends on how well we make the transition.

Resolving the Question

The debate over our national forest roadless areas is a good example of how we're making that change. Six million acres of roadless lands are at stake. Montanans are ready to get on with sound economic planning for many of these lands.

In the next two days we will hear from all sides in the wilderness debate. We'll talk about the unique qualities of many pristine areas that we will decide to preserve with wilderness or wilderness study designations.

And we'll agree on the areas that should be released and used for logging, mining and motorized recreation.

And in the end, we'll turn over to the people of Montana a wilderness bill that is sound and well reasoned.

But I want to remind this committee that resolving the RARE II question is not simply a matter of numbers. It's not about releasing four million acres, or adding 1.4 million wilderness acres, or half-a-million wilderness study acres, or a quarter of a million special management acres.

No. It's about places like Cube Iron-Silcox on the Lolo National Forest.

In addition to the Governor of Montana, this area is recommend for wilderness protection by many diverse groups around Thompson Falls.

Cube Iron boasts 15 high lakes, fragile canyons and exceptionally steep, wild drainages. It displays a diversity of habitats for abundant big game and endangered species.

Cube Iron-Silcox is a good example of the balance that's needed in this wilderness debate.

It's true that the local mill is interested in timber in the area. But at the same time, we have to look next to the timber area where 20 foot steel barriers are preventing the hillsides from caving onto forest service roads.

Cube Iron is steep country, and it probably should be left as is -- unroaded.

But the scales don't always tilt in favor of wilderness designation.

Some areas must be released to accommodate other interests.

Examples are Sheep Mountain in the Lolo Forest where the balance tips toward timber harvesting -- or Columbia Mountain in the Swan Crest where motorized recreation is favored -- or Blackleaf Canyon along the Rocky Mountain Front where oil and gas development should be permitted.

Resolving the RARE II question demands wise and practical decisions about the best use of our remaining roadless lands. That's what we're doing here today.

The Baucus Wilderness Bill

One of the proposals we'll be considering is S. 1478, my Montana Wilderness Bill which I introduced last July after many long discussions with a variety of groups around the state. I believe the committee will find it to be sound and well reasoned. It strikes a balance between protection and future development of the roadless acres in our state.

Besides assigning wilderness protection to 1.3 million acres, and holding open the option to designate 700,000 additional acres, my bill accomplishes a number of other significant tasks.

For example, access to Montana's RARE II timber base is vital to local Montana mills. My bill releases more than four million acres back to the forest plans. Included in that are more than 1.2 million acres of suitable timberland, with a potential contribution to the long term sustained yield of 148 million board feet each year. In addition, 99 million board feet will be added to the allowable sale quantity for this planning cycle. The release allowed by my bill will permit harvesting of 99 percent of the federal timberland that's planned for harvest by the Forest Service, in Montana.

Specifically, by forest, my bill releases in the Beaverhead, 30 roadless areas with 129,000 suitable timber acres that add about 14 million board feet of timber to the long term timber base.

In the Bitterroot, of eleven roadless areas, my bill releases seven with 79,000 suitable timber acres, that will contribute four million board feet to this planning cycle and nine million board feet to the long term timber base.

In the Custer, which contributes only .63 percent of Montana's harvestable timber volume, with a total allowable sale quantity this planning cycle of 3.5 million board feet, my bill releases eight of twelve roadless areas, adding 62,000 acres to the suitable timber base, approximately one million board feet this planning cycle and five million board feet over the long term.

In the Deerlodge, my bill releases 11 areas with about 114,000 suitable timber acres, adding five million board feet this planning cycle and contributing eight million board feet to the long term harvestable timber base.

In the Flathead, my bill releases 12 areas with 114,000 suitable timber acres, adding 35 million board feet to this planning cycle and contributing 25 million board feet to the long term harvestable base.

In the Gallatin, where the allowable sale quantity is only 21 million board feet, my bill contributes 14 million board feet to this planning cycle by releasing eight areas with 89,000 suitable timber acres which will contribute about eight million board feet over the long term.

In the Helena, my bill releases 17 roadless areas with 89,000 suitable timber acres, adding nine million board feet to this planning cycle and seven million board feet over the long term.

In the Kootenai, Montana's largest timber producing forest, with an allowable sale quantity of 227 million board feet, my bill releases 23 areas with 76,000 suitable timber acres, contributing 17 million board feet to the long term sustained yield and three million board feet this planning cycle.

(Here, I would like to note that Trout Creek, an area in the Kootenai which I recommend be designated as a Wildlife and Minerals Study Area, contains less than eight million board feet of planned timber sales.)

In the Lewis and Clark, where the allowable sale quantity is 12.1 million board feet, my bill releases 20 of the 22 roadless areas, adding 32,000 suitable acres to the timber base, contributing five million board feet this planning cycle and three million board feet over the long term.

In the Lolo, my bill releases 30 of the 36 roadless areas, adding 361,000 suitable timber acres to the base and contributing 22 million board feet to this planning cycle and 52 million board feet over the long term cycle.

Before going on to other uses my bill accommodates, I'll share one more timber fact with you.

There's been lots of discussion about areas where currently it is not economically efficient to log, but if conditions change, logging may be feasible.

Forest Service data indicates that areas fitting this description amount to less than one-half of one percent of the timber base in Montana. Of this small fraction, my bill affects less than .05 percent.

In addition, my bill permits development of all known oil and gas reserves and all patented mining claims. It protects all existing development rights. It protects livestock grazing allotment rights. It establishes 250,000 acres of National Recreation Areas, and protects all groomed and many other favorite snowmobile trails across the state from restrictive designations.

Areas of Agreement with Senator Melcher and Congressman Williams

Senator Melcher and Congressman Williams and I agree on the vast majority of areas.

We agree on the designations of Italian Peaks, the East Pioneers, and the Tobacco Roots in the Beaverhead Forest; the Selway-Bitterroot Additions and Stoney Mountain in the Bitterroot; Lost Water Canyon and the Absaroka-Beartooth Additions in the Custer; Electric Peak, Storm Lake and the Upper East Fork in the Deerlodge; the North Mission Mountain Addition, the Jewel Basin/Swan Range Additions, Mt. Hefty, Tuchuck and the Slippery Bill and Limestone Cave Bob Marshall additions in the Flathead; Republic Mountain, Earthquake, and the Crazy Mountains Land Consolidation Study in the Gallatin; Camas Creek, Nevada Mountain, Mt. Baldy, Gates of the Mountain and the Elkhorns National Recreation and Education Area in the Helena; Clearwater/Monture, Falls Creek-Silver King and Renshaw on the Lewis and Clark; Quigg Peak in the Lolo; and, Ten Lakes and the Ross Creek Cedars National Recreation Area in the Kootenai.

Areas of Difference

That leaves very few areas for us to resolve. In fact, Congressman Williams and I agree on the majority of these remaining areas.

Specifically we agree on designations for the Flint Creek Range and the Sapphires in the Deerlodge; Cowboy's Heaven in the Gallatin; Black Mountain and the Mt. Helena National Recreation Area in the Helena; Scotchman's Peak and the Cabinet Additions in the Kootenai; Volcano Reef, Choteau Mountain, Teton High Peaks, Deep Creek, Ear Mountain, and the Gibson Reservoir National Recreation Area in the Lewis and Clark: the Great Burn in the Lolo; and, the West Big Hole Watershed Study in the Beaverhead.

Areas Recommended only by Senator Baucus

Finally, aside from Cube Iron-Silcox which I mentioned earlier, there are a few very important areas I recommend for protection in my bill.

Specifically, I am recommending a five year study for the Badger/Two Medicine area. My proposal protects Blackfeet Treaty Rights and sets up a task force which allows the Tribal Council and religious members a prominent position in deciding the future of the area.

In the Gallatin, I have mandated a land exchange between the Forest Service and Burlington Northern, and I've authorized the Secretary of Agriculture to study possible options for moving the Big Sky Snowmobile Trail.

I'm pleased that Burlington Northern and the Forest Service have reached a tentative agreement on a Gallatin land exchange. The debate over the Gallatin has been going on since 1949. For this reason, I'm especially anxious to study the specifics of this agreement.

My bill also seeks to balance motorized and non-motorized use in the West Pioneers by creating a core wilderness area surrounded by a National Recreation Area.

And I designate both Trout Creek in the Kootenai, and Tenderfoot-Deep Creek along the Smith River in the Lewis and Clark, as Wildlife and Mineral Study Areas. This special designation allows for mineral exploration while protecting the biological character of these areas.

Finally, my bill continues to afford wilderness study designation to important wildlife areas in Eastern Montana. By leaving the Middle Fork of the Judith and the Big Snowies in study status, I am allowing for a solution that balances the wildlife and hunting values with other interests in these areas.

Conclusion

Many compromises have been made to bring us to this hearing. A few more remain to be made.

But we won't compromise on certain basic values. We will maintain our commitment to protecting our natural resources and our wildlife heritage in Montana. And we'll work to promote economic development in our state.

Only by doing both do we fulfill our obligation to the people we represent. And only by doing both will we guarantee a future that provides for jobs for our children while protecting the beauty and grandeur of the most special state in the country.

Before we begin with testimony, I want to thank Montana's senior senator, John Melcher, and Congressman Pat Williams for all the work they've put into these hearings.

He has devoted hundreds of hours to learning what Montanans want and need. As a key member of this committee, Senator Melcher will play a pivotal role in getting a wilderness bill passed. Congressman Williams has toiled diligently in the House of Representatives, working with the Interior and Insular Affairs Committee and securing the House passage of a Montana Wilderness Bill.

I look forward to these hearings, to the views of those who have traveled far and at great sacrifice, and to the resolution of a debate that is so important to our state.

Senator MELCHER. Thank you, Max.

Congressman Williams, we would like to hear from you.

STATEMENT OF HON. PAT WILLIAMS, U.S. REPRESENTATIVE FROM MONTANA

Mr. WILLIAMS. Thank you very much, Senator. I had to smile when I noticed that this hearing was delayed due to out-of-order stenographic equipment. For 11 years this issue has been delayed and debated and disagreed about. We've had near success, only to fall into more delay. And so I suppose it is somewhat ironic this morning that this hearing should begin with a delay. Let it be the final delay.

I want to join you, John, and you, Max, in welcoming our fellow Montanans who have joined us today. I am very pleased that the Senate is holding these hearings so early in this second session of the 100th Congress. I am pleased to be here to discuss primarily what we've been able to agree upon, which is a significant amount.

Many Montanans are hoping that these 2 days of hearings will bring to a close the long delay in deciding the management of Montana's Federal lands, and I share that hope.

This is unfinished business in Montana. Eleven years have come and gone since the Forest Service went to Congress, it's review and evaluation of the Federal roadless lands, the so-called RARE II.

It is not as if our Montana delegation has not tried to complete the task. During the past 10 years, four members of our delegation, either together or separately, have held 12 public hearings on the same lands we are discussing today. This is my ninth hearing.

The first of those was a hearing on the West Bighole down in Dillon that I held as a freshman Congressman. Since that time I have heard more than 40 hours of testimony and have, along with you and Max, spent hundreds—perhaps Max is right—thousands of hours reviewing these proposals with other Montanans.

In preparing the legislation that passed the U.S. House this past September, I and my staff traveled throughout the western district talking to all interested parties and to every Montanan who asked to be heard by me on this issue. By the way, those folks include 35 of the witnesses who will testify today and tomorrow.

I think it's important, Senators, that this committee understand the involvement which resulted in my legislation which is before you today. Like both you, John, and you, Max, I've held many, many meetings throughout Montana.

I held a special meeting in Kalispell just for Montana County Commissioners. I and my staff have traveled to local communities every time an elected official requested that we do so. My office contacted every major timber mill in the state and had personal contact with the Mining Association, Western Environmental Trade Association, the Overthrust Foundation, and the Montana Woods Product Association, on numerous occasions.

I contacted and discussed the bill with every environmental organization in the state, as well as Montanan sportsmans groups, and our outfitters and guides. I met with representatives of the Montana Trail Bike Association and representatives of the Montana

Snowmobile Association to insure that I would avoid any serious impact on current motorized use.

For example, in the case of the Snowmobile Association, I identified and in my bill protected 100 percent of western Montana's groomed trails, 2,360 miles. I identified and protected 100 percent of the specifically identified critical ungroomed trails.

The Montana congressional delegation, as both of you have indicated, has now finally come very close to agreement, closer I think than at any time since this process began. Joe, you detailed the agreement some. And Max, you did too. I think it's so important for those in this room and the Montanans who couldn't travel back here to understand how close we are. I would like to go over it again, and perhaps in a somewhat different way, referring of course specifically to the agreement which we all have made to this point.

So that folks have a full understanding of this though, let everyone know that when we say we are in agreement, we are referring to the acreages and boundaries in the House-passed legislation. And it is also important that when we say "we", we mean Senator Melcher, Senator Baucus and myself.

Let me define the agreement. Starting in the Northern Flathead, we have agreement on two of the critical areas of the North Fork. The only disagreement that is left is on a portion of the Thompson-Seton. We have agreement in the Northern Kootenai Forest on everything except for boundary adjustments which Senator Melcher has mentioned for potential minerals in both the Cabinets and the Scotchmans. We do not have consensus on Cube-Iron or Trout Creek.

We have consensus on Great Burn/Hoodoo, except for one possible timber adjustment in the northern end. We agree on the Selway-Bitterroot Canyon north additions. We disagree on whether Blue Joint should be wilderness or continue to be studied. Along Rock Creek and the Bitterroot we have agreement, except for final resolution on 4 or 5 miles of one very slightly used snowmobile route in the Southern Sapphires.

We have total agreement on the Southern Flathead, and that includes the Swan Front, the Jewel Basin, and the Bob Marshall additions on that side. On the Deer Lodge, we are near agreement, with the exception of a trail near Dolus Lakes, and a timber question in the North Bighole.

On the Beaverhead, we agree on the Italian Peaks, the East Pioneers and the Anaconda Pintler. We remain in disagreement on the status of the West Bighole and the West Pioneers. On the Helena, we have agreement on Camas, Baldy, Gates of the Mountain, Nevada Mountain, Electric Peak, and the Elkhorns. We haven't resolved Black Mountain or the national recreation areas on Mount Helena or Cottonwood Lakes.

Taking the Rocky Mountain Front as a whole, we have full agreement on the southern portion. From Gibson Reservoir north, we have substantial agreement, with possible exceptions for oil and gas development and some potential motorized recreation use. We still disagree on appropriate management options on the Badger-Two Medicine, affecting Blackfeet tribal rights.

Further to the east, we have not resolved the Middle Fork Judith-Snowies. The Gallatin has agreement on Earthquake, Republic Mountain, and the Crazy Mountain Lands Consolidation Study, but we still have disagreement on a portion of the Cowboys Heaven area.

The Gallatin Range is undergoing consideration for trade by Burlington Northern and the U.S. Forest Service. In eastern Montana, we have full agreement on the Custer Forest.

Now we need to move forward and secure agreement on these last final areas. It's my judgment that Montana can no longer tolerate delay in concluding RARE II. I'm hopeful that this committee and the full Senate will promptly advance this issue.

I want to thank John and Max, both of you personally, for your kindness and consideration toward me and my legislation. I look forward to continuing to work together as we try to finally resolve this very important critical matter to our State. Thanks very much.

[The prepared statement of Mr. Williams follows:]

PAT WILLIAMS
MONTANA, WESTERN DISTRICT

MAJORITY DEPUTY WHIP

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CHAIRMAN
TASK FORCE
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TESTIMONY OF CONGRESSMAN PAT WILLIAMS

BEFORE THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS

MONDAY -- MARCH 21, 1988

Mister Chairman, members of the committee, friends and fellow Montanans who have joined us here today, I am pleased that the Senate is holding these hearings and I am glad to be here to discuss both my bill and also Senator Baucus's legislation.

Many Montanans are hoping these two days of hearings will bring to a close the long delay in deciding the management of Montana's federal lands. I share that hope.

This is unfinished business in Montana. Eleven years ago have come and gone since the Forest Service sent to Congress its review and evaluation of federal roadless lands -- the so-called RARE II.

It is not as if our Montana delegation has not tried to complete the task. During the past ten years, the four members of our delegation, either together or separately, have held twelve public hearings on the same lands we are discussing today. This is my ninth hearing. The first of those was a hearing on the West Bighole I held as a freshman congressman. Since that time, I have heard more than forty hours of testimony and have spent hundreds of hours reviewing proposals with Montanans.

In preparing the legislation that passed the U.S. House this past September, I and my staff traveled through the Western District talking to all interested parties and to every Montanan who asked to be heard on this issue. By the way, those folks include thirty-five of the witnesses who will testify here today and tomorrow.

I think it is important, Mister Chairman, that this committeee understand the involvement which resulted in my legislation, which is before you today.

I held a special meeting in Kalispell just for Montana county commissioners, and I and my staff traveled to local communities wherever an elected official requested. My office contacted every major timber mill in the state and had personal contact with the mining association, the Western Environmental Trade Association, the Overthrust Foundation, and the Montana Wood Products Association.

I contacted and discussed the bill with every environmental organization in the state as well as Montana's sportsmen groups and our outfitters and guides. I met with the Montana Trail Bike Association and Montana Snowmobile Association to assure that I would avoid any serious impact on current motorized use. For example, in the case of the Snowmobile Association, I identified and protected 100 percent of Western Montana's groomed trails, 2,360 miles of trail, and 100 percent of the specifically identified critical, ungroomed trails.

The Montana delegation has finally come very close to agreement -- closer perhaps than at anytime since RARE II began.

I want to detail our agreement. For the purpose of understanding our agreement, when I say we're in agreement I mean agreement with my legislation. When I say "we" I mean Senator Baucus and Senator Melcher and myself.

Starting in the Northern Flathead, we have agreement on two of the three critical areas of the North Fork. We have disagreement only on a portion of the Thompson-Seton.

We have agreement in the northern Kootenai Forest on everything except a boundary adjustment for potential minerals in both the Cabinets and the Scotchmans.

There is no consensus on Cube-Iron or Trout Creek.

We have consensus on the Great Burn/Hoodoo except for one possible timber adjustment in the northern end.

We agree on the Selway-Bitterroot Canyon north additions.

We disagree on whether Blue Joint should be wilderness or continue to be studied.

Along Rock Creek and the Bitterroot we have agreement except for final resolution of four or five miles of one very lightly used snowmobile trail in the Southern Sapphires.

We have total agreement on the Southern Flathead. That includes the Swan Front, Jewell Basin, the Bob Marshall

additions.

On the Deer Lodge we are near agreement with the exception of a trail near Dolus Lakes and a timber question in the North Big Hole.

On the Beaverhead we agree on the Italian Peaks, East Pioneers, and the Anaconda Pintler. We remain in disagreement on the status of the West Big Hole and the West Pioneers.

On the Helena we have agreement on Camus, Baldy, Gates of the Mountain, Nevada Mountain, Electric Peak and the Elkhorns. We haven't resolved Black Mountain or the National Recreation areas on Mount Helena and Cottonwood Lake.

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Further to the east we have not resolved the Middle Fork Judith-Snowies.

The Gallatin has agreement on Earthquake, Republic Mountain and the Crazy Mountains' land-consolidation study. We have disagreement on a portion of the Cowboys Heaven boundary.

The Gallatin Range is undergoing consideration for trade by Burlington Northern and the U.S. Forest Service.

In Eastern Montana we have full agreement on the Custer Forest.

Mister Chairman, we need now to move forward and secure agreement on these last, final areas. Montanans no longer will tolerate delay in concluding RARE II. I am hopeful that your committee will promptly advance this issue. Thank you.

Senator MELCHER. Thank you very much, Pat.

I would like to remind everyone that the hearing record will remain open for two weeks so we can receive additional comments and materials.

Our first witness will be James Overbay, Deputy Chief of the National Forest System.

STATEMENT OF JAMES C. OVERBAY, DEPUTY CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE, ACCOMPANIED BY JOHN MUMA, REGIONAL FORESTER, NORTHERN REGION

Mr. OVERBAY. Thank you, Mr. Chairman, and Senator Baucus. I am pleased to have the opportunity to testify for the Department of Agriculture regarding S. 1478 and H.R. 2090.

Before I begin, I would like to introduce John Muma. John is the new regional forester for the northern region, headquartered in Missoula. I have asked John to accompany me and help if there are some specific questions on the bills.

I think it is particularly fitting that both of these bills are entitled the Montana Natural Resources Protection and Utilization Act, because we are dealing with protection as well as utilization in these bills.

Montana is a State that is largely dependent upon its natural resources for its livelihood. The mainstays of the State's economy are agriculture, mining, timber and outdoor recreation. All of these industries are essential to maintaining a stable and diversified State economy.

Montana has something else going for it, a high quality environment with clean air, clean water, abundant fish and wildlife and some of the most scenic country in the United States, much of it within the national forests.

About 18 percent of the State, or 16.8 million acres, is within the National Forest System. About 20 percent of this area, almost 3.4 million acres, has already been designated by Congress as wilderness. Therefore, the Forest Service has a very important role in maintaining the high quality environment, as well as helping to build and maintain a stable, diversified economy in Montana.

The national forests in Montana have 55 percent of their acreage in an undeveloped state. Important decisions have to be made about future management of these lands.

We have been dealing with the issue of balance in our forest planning efforts for the past 10 years. All of the forest plans for the 10 national forests in Montana are now completed. In developing these plans, we have talked and listened to the people in Montana and to other interested citizens.

Their views on management of national forests are diverse and often conflicting. We strongly believe that our plans address these diverse interests and that the plans reflect a careful consideration between wilderness and non-wilderness. The forest plans are the basis for our position in discussion on these two bills today.

We want to make appropriate additions to the wilderness system and help resolve the uncertainty over the future management of the national forests in Montana. We also want to provide a diverse recreation experience to accommodate various interests and the needs of public land users.

We need to insure there are reasonable opportunities for wilderness experience, as well as a place for developed recreation use, snowmobile and off road vehicle use, and other uses. But we also want to contribute to a stable and diverse economy in the State of Montana over the long run. Thus, we must also consider mineral development, wood products, livestock, recreation and tourism industries.

Montana's wildlife has been an important consideration in developing our forest plans, whether we are considering the productivity and enhancement of game habitat or the protection of threatened and endangered species. Habitat management and enhancement is an important part of our land management job.

Over the next decade, 18 percent of the forest's allowable sale quantity is proposed to come from roadless areas. Recently, the timber sales program in Montana has been concentrated in the roaded areas because appeals have blocked harvesting in many of the roadless areas. Some of these appeals have involved the question of whether those areas should be managed for uses other than wilderness.

We strongly support release language which would release areas from further wilderness consideration. We recommended that this language be updated to reflect that forest land management plans provide the background for Congressional consideration rather than RARE II. We should point out that administrative appeals have been filed and are under consideration on these plans. We would expect release language to make appeals or portions of appeals directly related to the wilderness consideration and forest plans subject to dismissal.

Our recommendations regarding S. 1478 and H.R. 2090 are based upon the outcome of the years of forest planning. We support the sections of the bills that are reasonably similar to the recommendations in the plans. On the other hand, we recommend amendments to or oppose other sections of the two bills which we do not believe are in concert with the recommendations resulting from those land management planning efforts.

Both S. 1478 and H.R. 2090 recommend some areas for wilderness which are identical to areas recommended in the forest plans. These are so similar that we can strongly recommend them for inclusion in the National Wilderness Preservation System. These areas are the Italian Peaks and East Pioneer on the Beaverhead National Forest, Blue Joint on the Bitterroot National Forest, Earthquake and North Absaroka additions on the Gallatin National Forest, Gates of the Mountain additions on the Helena National Forest, Ten Lakes and Cabinet Mountains with minor boundary changes on the Kootenai National Forest.

The other proposed wildernesses in the bills either have substantially increased acreages or different boundaries over those areas recommended in the forest plans, or were not recommended for wilderness designation. These additional acres involve important timber, mineral and non-wilderness recreation values. A brief outline of our concerns with each area is included in our attached supplemental statement. In addition, I have provided the committee a summary sheet for each proposed wilderness that provides acreages and resource comparisons, so you can draw your own conclusions.

We also have a strong concern over the special management designations. Section 8 of each bill proposes several areas to be designated for special management purposes. As a general principle, we strongly oppose legislative designation of special management areas that can be satisfactorily handled as part of the forest planning process. Forest plans provide the opportunity to reexamine the future management of an area in light of changing public expectations and demands through each planning cycle.

The National Forest Management Act requires updating of the forest land management plans through monitoring, evaluation, amendment, and revision. The public will be fully involved in any decision to change management direction.

The special management and study areas for S. 1478 and H.R. 2090 differ, but each bill proposes well over 700,000 acres for special designation. Both bills also propose a special watershed study for the West Bighole area. This study could make it difficult for us to complete timber sales and other planned activities during the next decade.

The National Forest Management Act requires watershed monitoring of our activities. Therefore, we oppose the proposed watershed study and recommend that the 55,000 acres which we recommended in the Beaverhead National Forest plan be designated wilderness.

Each bill has requirements for land consolidation studies. Since the 1950's there have been several land consolidation proposals in these areas, and we are continuing to explore opportunities with land exchanges when we believe they are in the public interest. We have full authority to conduct studies for consolidation of land ownerships, and we believe that this language is not needed in the bill.

Section 10 of S. 1478 would designate three study areas; the Trout Creek Wildlife and Mineral Study area, Scotchmans Peak Wilderness Study area, and the Tenderfoot Deep Creek Wilderness Study area. We strongly oppose such mandated studies and prefer instead that these areas continue to be evaluated through the land management planning process.

Section 11 of S. 1478 would designate approximately 120,000 acres of the Lewis and Clark National Forest as the Badger-Two Medicine Wilderness Study area. Under an 1896 agreement, the Blackfoot Tribe retains the right to cut and remove timber along with other specified rights in this area. Also, the Badger-Two Medicine area has been leased for oil and gas, with restrictions on surface use. For these reasons, we do not believe wilderness study is appropriate.

Both bills direct the Secretary to consummate a land exchange between the Burlington Northern Railroad Company and the Forest Service in the Gallatin National Forest. We support the intent of the land exchange as proposed in both bills. Burlington Northern and the Forest Service have been involved in an on-going series of negotiations regarding exchanges of these lands and interests, and we support amendments to this section that would reflect agreements reached pursuant to these negotiations.

We have received some concerns regarding water rights related to the wilderness issue in Montana. We believe decisions involving Federal water rights in wildernesses should be handled on a case-by-case basis, and that each wilderness designation should contain a clear expression of the intent of Congress with regard to the creation of such water rights.

Because the wilderness areas designated by these bills are at the head of the watersheds and encompass head waters of streams within them, we believe that Federal reserve water rights are not necessary for the protection of the wilderness characteristics of the various wilderness areas.

Mr. Chairman, in summary, these bills designate as wilderness over 500,000 acres more than our forest plans recommend. We believe our plans represent a good balance of land uses and opportunities considering all of the factors in Montana. Within the additional wilderness acres proposed in these two bills are many areas of high mineral potential which could provide a substantial benefit to the economy in the future, and the potential to contribute a sustained yield of approximately 50 million board feet a year of national forest timber to the economy of Montana.

We would recommend that this legislation not be signed by the President unless it is amended to reflect more closely the recommendations of the forest plans. We believe that our forest plans have responded to public comments and that recommendations in the plans represent a reasoned balance of goods and services. We believe that the wilderness recommendations in these plans should be enacted into law.

Mr. Chairman, this concludes my testimony. I'd be happy to answer any questions or provide additional information as you may desire. We look forward to working with your committee as you consider national forest wilderness designations in Montana. Thank you.

[The prepared statement of Mr. Overbay follows:]

STATEMENT OF
JAMES C. OVERBAY, DEPUTY CHIEF
FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Subcommittee on Public Lands, National Parks and Forests
Committee on Energy and Natural Resources
United States Senate

Concerning S.1478 and H.R. 2090

March 21, 1988

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to testify for the Department of Agriculture regarding S. 1478 and H.R. 2090, both entitled "The Montana Natural Resources Protection and Utilization Act of 1987."

I think that it is particularly fitting that both of these bills are entitled "The Montana Natural Resources Protection and Utilization Act" because we are dealing with protection as well as utilization in these bills.

Montana is a State that is largely dependent upon its natural resources for its livelihood. The mainstays of the State's economy are agriculture, mining, timber, and outdoor recreation. All of these industries are essential to maintaining a stable and diversified State economy. Montana has something else important going for it--a high quality environment with clean air, clean water, abundant fish and wildlife, and some of the most scenic country in the United States, much of it within the National Forests.

About 18 percent of the State, or 16.8 million acres, is within the National Forests. About 20 percent of this area, almost 3.4 million acres, has been designated by Congress as wilderness. Therefore, the Forest Service has a very important role in maintaining the high quality environment as well as helping to build and maintain a stable diversified economy in Montana. The National Forests in Montana have 55 percent of their acreage in an undeveloped state. Important decisions have to be made about future management of these lands. A quality wilderness system in Montana may not require tradeoffs with other sectors of the economy.

We have been dealing with the issue of balance in our Forest Planning efforts. After 10 years, we have completed the Forest Plans for the 10 National Forests in Montana. In developing these Plans, we have talked and listened to the people in Montana and other interested citizens.

Their views on management of National Forests are diverse and often conflicting. We strongly believe that our plans address these diverse interests and that the plans reflect a careful condsideration between wilderness and nonwilderness. The Forest Plans are the basis for our position and discussion on these two bills today.

We want to make appropriate additions to the wilderness system and help resolve the uncertainty over future management of the National Forests in Montana. We also want to provide a diverse recreation experience to accommodate various interests and needs of public land users. We need to ensure there are reasonable opportunities for wilderness experience as well as a place for developed recreation use, snowmobile and off road vehicle use, and other users.

We want to contribute to a stable and diverse economy for the State of Montana over the long run. Thus, we must also consider mineral development, wood products, livestock, and recreation and tourism industries.

Montana's wildlife has been an important consideration in developing our Forest Plans. Whether we are considering the productivity and enhancement of game habitat or the protection of threatened and endangered species, habitat management and enhancement is an important part of our land management job.

Over the next decade, 18 percent of the Forests' allowable sale quantity is proposed to come from roadless areas. About 12 percent of the National Forest timber sales currently planned is projected to come from these areas. Recently, the timber sales program in Montana has been concentrated in roaded areas, because appeals have blocked harvesting in many roadless areas. Some of these appeals have involved the question of whether those areas should be managed for uses other than wilderness.

We strongly support release language, which would release areas from further wilderness consideration. We recommend that this language be updated to reflect that Forest Land Management Plans provide the background for Congressional consideration rather than RARE II. We should point out that administrative appeals have been filed and are under consideration on these plans. We would expect release language to make appeals or portions of appeals directly related to the wilderness consideration in Forest Plans subject to dismissal.

Our recommendations regarding S. 1478 and H.R. 2090 are based upon the outcome of years of forest planning. We support the sections of the bills that are reasonably similar to the recommendations in our Final Forest Plans. On the other hand, we recommend amendments to, or oppose, other sections of the two bills which we do not believe are in concert with the recommendations resulting from our land management planning.

Both S. 1478 and H.R. 2090 recommend some areas for wilderness which are either identical to areas recommended in the Forest Plans or so similar that we can strongly recommend them for inclusion into the National Wilderness Preservation System. Those areas are: **Italian Peaks** and **East Pioneer**, Beaverhead National Forest; **Blue Joint**, Bitterroot National Forest; **Earthquake** and **North Absaroka Addition**, Gallatin National Forest; **Gates of the Mountain Addition**, Helena National Forest; **Ten Lakes** and **Cabinet Mountains**, Kootenai National Forest.

The following proposed wildernesses: **Anaconda-Pintler Additions, West Pioneers, Tobacco Root, Stony Mountain, Selway-Bitterroot Additions, Lost Water Canyon, Gallatin, Absaroka-Beartooth Additions, Electric Peak, Flint Range, Sapphires, North Fork, North Mission Mountain Addition, Jewel Basin/Swan, Lee Metcalf Cowboys Heaven Addition, Bob Marshall Additions, Camas Creek, Mount Baldy, Nevada Mountain, Black Mountain, Big Snowies, Quigg, Scotchman Peaks, Cube Iron/Silcox,** and **Great Burn**, have substantial increased acreages or different boundaries over those areas recommended in the Forest Plans, or were not recommended for wilderness designation. These additional acres involve important timber, mineral and non-wilderness recreation values. Consequently, the Department of Agriculture will be forced to recommend that the President not approve this legislation unless it is amended to more closely reflect the recommendations of the forest planning process. A brief outline of our concerns with each area is included in our attached supplemental statement. In addition, I have provided to the Committee a summary sheet for each proposed wilderness that provides acreages and resource comparisons.

Special Management Areas and Studies

We also have a strong concern over the special management designations. Section 8 of each bill proposes several areas to be designated for special management purposes. As a general principle, we strongly oppose legislative designation of Special Management Areas that can be satisfactorily handled as part of the forest planning process. Forest Plans provide the opportunity to re-examine the future management of an area in light of public expectations and demands through each planning cycle. The National Forest Management Act requires updating of the Forest Land Management Plans through monitoring, evaluation, amendment, and revision. The public will be fully involved in any decision to change management direction.

The Special Management and Study Areas for S. 1478 and H.R. 2090 differ, but each bill proposes well over 700,000 acres for special designation.

Both bills propose a special watershed study for the West Big Hole area. The study could make it difficult to complete the timber sales planned for the next decade. The National Forest Management Act requires watershed monitoring of our activities, therefore we oppose the proposed watershed study and recommend that the 55,000 acres recommended for wilderness in West Big Hole by our Forest Plan be so designated.

Each bill has requirements for land consolidation studies. Since the 1950's, there have been land consolidation proposals in these areas and we are continuing to explore opportunities for land exchanges when they are in the public interest. The Forest Service has the authority to conduct land consolidation studies where consolidation of land ownerships is desirable. We oppose this portion of both bills.

Section 10 of S. 1478 would designate three study areas: the "Trout Creek Wildlife and Mineral Study Area," "Scotchman Peaks Wilderness Study Area," and the "Tenderfoot/Deep Creek Wilderness Study Area." We strongly oppose such mandated studies and prefer that these areas continue to be evaluated through the land management planning process.

Section 11 of S. 1478 would designate approximately 120,000 acres of the Lewis and Clark National Forest as the Badger-Two Medicine Wilderness Study Area. This section directs the Secretary of Agriculture to conduct a wilderness study of this area. Under an 1896 agreement, the Blackfeet Tribe retains the right to cut and remove timber. Also, the Badger-Two Medicine area has been leased for oil and gas with restrictions on surface use. For this reason, we do not believe wilderness study is appropriate.

Burlington Northern Land Exchange

Both bills direct the Secretary to consummate a land exchange between the Burlington Northern Railroad Company and the Forest Service in the Gallatin National Forest. We support the intent of the land exchange as proposed in both bills. Burlington Northern and the Forest Service have been involved in an ongoing series of negotiations regarding exchanges of these lands and interests and we support amendments to this section that would reflect agreements reached pursuant to these negotiations.

Water Rights

We have received some concerns regarding water rights related to the wilderness issue in Montana. We believe decisions involving Federal water rights in wildernesses should be handled on case-by-case basis, and that each wilderness designation should contain a clear expression of the intent of Congress with regard to the creation of such water rights. Because the wilderness areas designated by these bills are at the top of the watersheds and encompass the headwaters of the streams within them, we believe that Federal reserved water rights are not necessary for the protection of the wilderness characteristics of the various wilderness areas.

Mr. Chairman, in summary, these bills designate as wilderness over 500,000 acres more than our Forest Plans recommend. We believe our plans represent a good balance of land uses and opportunities considering all of the factors in Montana. Within the additional wilderness acres proposed in these two bills, are many areas of high mineral potential which could provide a substantial benefit to the economy in the future and the potential to contribute a sustained yield of approximately 50 million board feet a year of National Forest timber to the economy of Montana. We would recommend that this legislation not be signed by the President unless it is amended to more closely reflect the recommendations of the Forest Plans.

We believe that our Forest Plans have responded to public comments, and the recommendations in the plans represent a reasoned balance of goods and services. We believe that the wilderness recommendations in these plans should be enacted into law.

This concludes my testimony, and I will be happy to answer your questions or provide any additional information you may desire. We look forward to working with the Subcommittee as you consider alternative National Forest wilderness designations in Montana.

USDA SUPPLEMENT

To Accompany Testimony Concerning S. 1478 and H.R. 2090

Anaconda-Pintler Wilderness Additions (Sec. 3 [1]

S. 1478 recommends additions of approximately 38,000 acres to the Anaconda-Pintler wilderness as compared to recommendations in the Forest Plans of 12,414 acres. H.R. 2090 recommends additions of 28,500 acres to this area. There are four areas involved, and each needs to be addressed.

We support adding 6,571 acres of the North Big Hole Area to the existing wilderness. If the entire area is added, as proposed in the bills, motorized recreational activities will be displaced and planned wildlife management activities will not take place.

We oppose the Sapphire area for wilderness, because it would add only marginally to the existing wilderness and the area has high mineral value, with numerous existing unpatented claims.

We support the Storm Lake area, which is not included in the text of the bill, but a map of the area is referenced in S. 1478. Both bills propose 3,060 acres compared to the 5,800 acres recommended in Forest Plans and we support designation of the larger area.

We oppose designation for the Upper East Fork Additions of 3,100 acres, which contain high mineral values and about 100 acres of unpatented claims.

West Pioneers Wilderness (Sec. 3 [4])

Neither H.R. 2090 or the Beaverhead Forest Plan supported wilderness designation for the West Pioneers area. This area has high potential for oil and gas, and for minerals. This area has a well established history of snowmobile and other motorized recreational vehicle use. We recommend that this area not be designated wilderness.

Tobacco Root - H.R. 2090 (Sec. 3 [4])

The Tobacco Root area of about 6,500 acres is proposed for wilderness designation in H.R. 2090. This area was not recommended for wilderness designation in the Forest Plans on the Beaverhead and Deerlodge National Forests due to the high mineral potential in the area. Exploratory drilling and evaluation confirm the existence of a significant molybdenum-copper deposit in the central part of the area. In addition, gold and silver bearing resources have been identified in the northwest side of the area. If these deposits were developed they would provide significant benefits to the local economy. There are primitive vehicle trails in the area, and active irrigation dams exist on Noble and Sunrise Lakes under Forest Service special use permits.

Stony Mountain Wilderness (Sec. 3 [5])

Both bills would designate over 70,000 acres as wilderness. The Forest Plans did not recommend wilderness designation. We believe the area is better suited for diversified recreational opportunities, including snowmobiling.

Selway-Bitteroot Wilderness Additions (Sec. 3 [6])

The boundary as proposed in both bills should be modified to reflect the recommendations in the Forest Plan.

Lost Water Canyon Wilderness (Sec. 3 [7])

Both bills propose significantly larger acreages above the Forest Plan. We recommend a wilderness designation of 5,812 acres as proposed in the Plan due to the needs to manage the wild horse habitat in the area.

Absaroka-Beartooth Wilderness Additions (Sec. 3 [8])

We have supported this area for wilderness designation. However, recent geophysical information indicate that there is high oil and gas potential in the vicinity of Burnt Mountain. We recommend that the suitability of this area be reassessed in view of its mineral potential.

Electric Peak Wilderness (Sec. 3 [9])

Both bills recommend an additional 4,600 acres more for this area than recommended in the Forest Plan. We do not strongly object to inclusion of the additional area, but wish to point out that the addition contains moderate potential for base and precious metals.

Flint Range Wilderness (Sec. 3 [10])

Both bills recommend the Flint Range for wilderness. We do not support designation of this area as wilderness due to the mineral potential of the area.

Sapphires Wilderness (Sec. 3 [11])

Both bills recommend wilderness for this area, which we oppose. The area contains established motorized recreation use and could contribute a million board feet of timber to the long-term sustained yield.

North Fork Wilderness (Sec. 3 [12])

Both bills propose wilderness designation for this area, which we oppose due to needs to manage grizzly bear habitat and for associated research.

North Mission Mountain Wilderness Addition (Sec. 3 [13])

We oppose this designation which is contained in both bills, it would add marginally to the value of the existing wilderness. This area is bordered by private industrial lands that are currently under intensive management.

Jewel Basin/Swan Wilderness (Sec. 3 [14])

The Forest Plan supports about 90,000 acres of wilderness for this area. The increased acreages in both bills of nearly 40,000 acres create a narrow 20-mile strip between Jewel Basin and Inspiration Pass that would be difficult to manage for solitude and wilderness. We believe it is better to manage this strip for the diverse recreational opportunities provided under the existing plan.

Lee Metcalf Cowboys Heaven Addition (Sec. 3 [16])

Both bills support this area for wilderness designation. This area contains over 6,000 acres of suitable timber base and 15 million board feet have been scheduled in the first decade of the plan. This timber is a very important factor in the local timber supply. We strongly oppose wilderness designation for this area.

Bob Marshall Wilderness Additions (Sec. 3 [18)

The Forest Plans recommend 117,000 acres of additions to the Bob Marshall wilderness. S. 1478 proposes 219,000 acres of additions and H.R. 2090 proposes

237,500 acres. The additional acres in each bill contains significant oil and gas potential, we strongly support the smaller acreage for this area as recommended in the Forest Plans.

Camas Creek Wilderness (Sec. 3 [19])

We oppose the Camas Creek Area for wilderness because of impacts from human activities such as primitive roads, pipelines, a reservior, and water ditches. Manageability for wilderness would be difficult because of the private lands within and adjacent to this proposal, and there is not a natural boundary between private lands and National Forest lands.

Mount Baldy Wilderness (Sec. 3 [20])

We support 8,600 acres for the Mount Baldy Wilderness as compared to the 15,000 acres contained in each bill as the area would be more manageable if the boundaries followed identifiable natural features.

Black Mountain Wilderness (Sec. 3 [22])

This area contains a portion of Helena's municipal watershed and has few unique or outstanding features compared to other areas proposed in the bill. We do not recommend its designation.

Scotchman Peaks (Sec. 3 [23])

We support the Scotchman Peaks Wilderness except for two minor boundary adjustments to exclude two mechanized domestic water supply systems. We should point out, however, that the eastern and southern parts of this area have moderate to high potential for copper and silver discoveries.

Nevada Mountain - H.R. 2090 (Sec. 3 [24]

This 24,000 acre area was not recommended for wilderness in S. 1478 nor in Forest Plans. This area has oil and gas, and mineral potential. There is an established history of use by snowmobiles and other motorized vehicles. We oppose its designation.

Cube Iron/Silcox Wilderness (Sec. 3 [26])

This area was not recommended in the Forest Plan and was not proposed in H.R. 2090. The area contains high potential for minerals. We strongly oppose its designation as wilderness.

Great Snowies - H.R. 2090 (Sec. 3 [28])

We oppose the Big Snowies Wilderness. We believe this area should be managed in accordance with Forest Plans for semi-primitive recreation and wildlife values, which includes limited motorized vehicle use.

Great Burn Wilderness (Sec. 3 [26])

We support the Great Burn Wilderness, however both bills have additional acreage over the Forest Plan. We prefer the boundaries as proposed in the Forest Plan because the additonal acreage in the bills contain important big game winter range in need of habitat improvement.

Quigg - H.R. 2090 (Sec. 3 [30]

The Quigg area was not included in S. 1478. We support the Quigg Wilderness if expanded to include the north side of Ranch Creek for a total acreage of 61,000 acres. This will provide a much more manageable wilderness boundary.

Gallatin - H.R. 2090 (Sec. 11 [a])

This 29,000-acre area was not proposed for wilderness in S.1478 nor in Forest Plans. This area has an established history of motorbike use and its scenic values is recognized in the Forest Plan. We prefer the designations in the Forest Plans.

Swan Range Horse Trail Study

Both bills direct the Secretary to conduct a study for a horse trail in the Swan Range west of the Jewel Basin. We have the authority to conduct such studies and the Sections regarding this study are unnecessary.

Rattlesnake Name Change

Both bills would change the name of the Rattlesnake National Recreation Area and Wilderness to the "Rattlesnake National Education and Recreation Area and Wilderness." We have no objection to these portions of the bills.

Senator MELCHER. Thank you very much, Jim.

Senator Baucus, do you have any questions?

Senator BAUCUS. No, thank you.

Senator MELCHER. Senator Murkowski, do you have any opening statement?

Senator MURKOWSKI. No, I have no opening statement, Mr. Chairman.

Senator MELCHER. That will be all. Thank you very much for your testimony.

Our next witnesses will be a panel: Charles Swysgood, State Representative, Beaverhead County, from Dillon; Linda Stoll-Anderson, Commissioner, Board of County Commissioners, Lewis and Clark; Clifford G. Nelson, Member of Granite County Board of Commissioners, from Drummond; Brad DeZort, Teton County Board of Commissioners, from Choteau; Don Valiton, Powell County Board of Commissioners, from Deer Lodge.

Are we all here or not? Please approach the witness table and take a seat.

Each of you will be allowed 4 minutes for your statement. All of your testimony will be made part of the record that exceeds that 4 minutes, or however you care to put it in the record.

Charles Swysgood.

STATEMENT OF CHARLES SWYSGOOD, MONTANA STATE REPRESENTATIVE, BEAVERHEAD COUNTY, DILLON, MT

Mr. SWYSGOOD. Mr. Chairman——

Senator MELCHER. Yes, Charles.

Mr. SWYSGOOD. Members of the committee, my name is Charles Swysgood, and I am the State representative from District 73, Beaverhead County, Dillon, MT.

I am here today representing the Dillon City Council, the Beaverhead County Commissioners, and the people of Beaverhead County.

Senator, what the people of Beaverhead County fear most is a trend toward single purpose use of our public lands at the expense of our economic stability. Beaverhead County is the largest county in the State of Montana, consisting of 5,500 square miles, and with a population of 8,100 people. It also contains the Beaverhead National Forest, one of the nation's largest national forests.

We oppose H.R. 2090 and S. 1478 for a number of reasons. The Beaverhead already has 174,000 acres of wilderness. These two bills would bring that total to approximately 600,000 acres, or a quarter of the forest or wilderness or special management areas. We think this is too much.

There is support for the East Pioneer and the Italian Peaks wilderness areas. As for the North Bighole proposal, I think the Forest Service's recommendation of 6,500 acres is more appropriate.

The watershed study on the West Bighole proposed by these bills, while it is worthwhile, it should be done correctly. I feel these bills do not address these studies appropriately. The West Pioneers should be excluded from any of these bills.

In July 1987 I conducted a survey of the residents of Beaverhead County to ascertain their feelings in regards to H.R. 2090, and a copy of that survey is attached to my written testimony for you to see.

Senator, out of all the public meetings that we've held in Beaverhead County on this wilderness situation, one thing has been very evident. We need to resolve this wilderness situation so we can get on with our lives. This thing has been dragging on for almost 12 years.

Our local sawmill needs to be assured of continuing supplies of timber so that they can remain a part of the economic base of Beaverhead County, along with agriculture, mining and tourism. The economic impact upon our community, Beaverhead County and Dillon, with the loss of an employer this large, would be dramatic.

I also believe the Beaverhead National Forest has been targeted by the environmental groups to emphasize recreation and wildlife management over the multiple-use category. In a mailing sent out by the Sierra Club Legal Defense Fund, the potential contributors in a campaign to save our national forests was the statement.

> Environmental values must be defended against government and industry efforts to open up still more of America's forest lands to logging and mining. The Sierra Club Legal Defense Fund will work with the National Wildlife Federation to represent an alliance of national and local groups in a concentrated effort to stop any further road building and any further spoiling of wild lands in the Beaverhead National Forest.

Senator, any consideration of public land use and control should go back to the basics, back to the doctrine of multiple land use and preservation. It's time to bring some sensibility back to planning and use of our wildlands. Where is the justification for padlocking them and mandating ridiculous and costly restrictive management and use regulations?

I have brought with me today resolutions from the Dillon City Council, the Commissioners of Beaverhead County, petitions and letters signed by residents of Beaverhead County and southwestern Montana, all asking for a return to a better balance of land allocations that would allow all users a fair share. I would like to introduce them to the committee at this time, and I thank you for allowing me to testify.

[The prepared statement of Mr. Swysgood follows:]

The Big Sky Country

MONTANA HOUSE OF REPRESENTATIVES

REPRESENTATIVE CHUCK SWYSGOOD
HELENA ADDRESS:
CAPITOL STATION
HELENA, MONTANA 59620-0144
HOME ADDRESS:
206 LEGGET
DILLON, MONTANA 59725

COMMITTEES:
BUSINESS & LABOR
EDUCATION & CULTURAL RESOURCES
HIGHWAYS & TRANSPORTATION

TESTIMONY OF CHARLES SWYSGOOD

STATE REPRESENTATIVE FROM DISTRICT 73,

BEAVERHEAD COUNTY, DILLON ,MONTANA

before the

SENATE ENERGY & NATURAL RESOURCE COMMITTEE

March 21, 1988

Mr. Chairman, Members of the Committee:

My name is Charles Swysgood and I am the state representative from District 73, Beaverhead County, Dillon, Montana.

The county I represent is the largest county in the state of Montana, consisting of 5500 square miles with a population of 8100. Within the boundaries of this county lies the Beaverhead National Forest, one of the nation's largest national forests.

Since 1973, the allowable timber cuts on the Beaverhead National Forest that have been offered for sale by the forest service has declined from a high of 28 million board feet in 1973 to 17 million board feet in 1986. During fiscal year 1987, the Beaverhead had program sales of around 21 million board feet. They only advertised and sold not quite 10 million board feet; the rest were either not offered for sale or were tied up in the appeals process. If this situation is allowed to continue and the uncertainty of timber sales to our mill,

The Big Sky Country

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DILLON, MONTANA 59725

COMMITTEES
BUSINESS & LABOR
EDUCATION & CULTURAL
RESOURCES
HIGHWAYS & TRANSPORTATION

FH Stoltze Land & Lumber Company, continues to be clouded, the ultimate result will be the withdrawal of this company from the economic scene in Beaverhead County. This is an alternative that we cannot afford. This company employs 105 people in the mill and over 70 jobs in the field are directly tied to their operation. The economic impact upon Beaverhead County with the loss of an employer this large would be dramatic to say the least.

In July, 1987, I conducted a survey of the residents of Beaverhead County to ascertain their feelings in regards to Rep. Williams' wilderness bill. A copy of that survey is attached to my testimony for you to see. From the results of that survey, one could conclude that the residents of Beaverhead County do not approve of any more wilderness designation in this area.

I also believe that the Beaverhead National Forest has been targeted by environmental groups to emphasize recreation and wildlife over the multiple use category. This statement is backed up by a mailing sent out to potential contributors by the Sierra Club Legal Defense Fund in what they are calling their campaign to save our national forests and I quote:

The Big Sky Country

MONTANA HOUSE OF REPRESENTATIVES

REPRESENTATIVE CHUCK SWYSGOOD

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"Environmental values must be defended against government and industry efforts to open up still more of America's forest lands to logging and mining. The Sierra Club's Legal Defense Fund will work with the National Wildlife Federation to represent an alliance of national and local groups in a concentrated effort to stop any further road building and further spoiling of wild lands in the Beaverhead National Forest." unquote.

What the people of Beaverhead County fear most is a trend toward single purpose use of our public lands at the expense of our economic stability. When one travels through the scenic wonders of our wild lands, it is easy to see there is a fabulous diversity of geographic areas and thus the fact that there should be different and unique management plans to handle each. Any consideration of public land use and control should go back to basics; back to the doctrine of multiple land use, preservation, and, most of all, common sense, and that common sense is what seems to be lacking in wilderness management and current wilderness designation proposals. It's time to bring some sensibility back to the planning and use of the wild lands. Where is the justification for padlocking them and mandating ridiculous and costly restrictive management and use regulations.

Recent polls show that Montanans support wilderness; however, a majority of Montanans also believe that there is enough wilderness in Montana. As this legislation is debated, it is realistic to recognize that the reasons for adding more wilderness do not include either its role in creating economic growth or the wishes of the majority of Montanans.

I have brought with me today resolutions from the Dillon City Council, a letter from the commissioners of Beaverhead County, petitions signed by residents of Beaverhead County and southwestern Montana, letters from constituents that I represent all asking for a return to a better balance of land allocations that would allow all users a fair share. I would like to introduce them to the committee at this time.

Thank you for allowing me to testify.

Beaverhead County Residents

(Last Week of Survey)

Drop off at Dillon Tribune or Chuck Swysgood's office at the State Bank.

As your State Representative I am conducting a survey to ascertain the feelings of the people of the county in regards to the proposed Wilderness Bill sponsored by Congressman Pat Williams.

The bill designates 1.3 million additional acres of Wilderness in Montana and also creates 350,000 acres of National Recreation Areas and 378,000 acres of further study areas. The total is 2.35 million acres of protected land.

1. Do you support the proposed bill in its entirety?
39 ☐ Yes
307 ☐ No
3 ☐ Not Sure

2. Do you support the proposed Anaconda-Pintler Wilderness portion of the bill, approx. 38,000 acres of the Beaverhead National Forest?
55 ☐ Yes
286 ☐ No
7 ☐ Not Sure

3. Do you support the proposed Italian Peaks Wilderness portion of the bill, approx. 25,000 acres of the Beaverhead National Forest?
63 ☐ Yes
270 ☐ No
15 ☐ Not Sure

4. Do you support the proposed East Pioneer Wilderness portion of the bill, approx. 74,000 acres of the Beaverhead National Forest?
60 ☐ Yes
293 ☐ No
5 ☐ Not Sure

5. Do you support the proposed Tobacco Roots Wilderness portion of the bill, approx. 6,800 acres of the Beaverhead National Forest?
51 ☐ Yes
288 ☐ No
10 ☐ Not Sure

6. Do you support the proposed West Pioneers National Recreation Area portion of the bill, approx. 162,000 acres of the Beaverhead National Forest?
51 ☐ Yes
278 ☐ No
18 ☐ Not Sure

7. Do you support the proposed West Big Hole Watershed Study of the Beaverhead National Forest, approx. 120,000 acres?
52 ☐ Yes
286 ☐ No
11 ☐ Not Sure

8. Do you feel that the sawmills, logging and mining are a vital part of the economy of Beaverhead County?
313 ☐ Yes
21 ☐ No
15 ☐ Not Sure

9. Do you feel we
49 ☐ Need more wilderness
291 ☐ Have enough wilderness
5 ☐ Not Sure

10. Age of Respondent ________

11. Occupation of Respondent ____________________

This Wilderness Bill is of vital importance to us, the residents of Beaverhead County and the people of the State of Montana. The results of this survey will help me represent the wishes of the people. Send completed surveys to Rep. Chuck Swysgood, P.O. Box 1381, Dillon, MT 59725.

Paid for by Charles Swysgood, Rep. Dist. No. 73, Beaverhead County.

Senator MELCHER. Thank you very much, Mr. Swysgood.

Linda Stoll-Anderson, Commissioner, Board of County Commissioners, Lewis and Clark County.

STATEMENT OF LINDA STOLL-ANDERSON, COMMISSIONER, BOARD OF COUNTY COMMISSIONERS, LEWIS AND CLARK COUNTY, HELENA, MT

Ms. STOLL-ANDERSON. Thank you, Senator Melcher, members of the committee. Members of the committee, my name is Linda Stoll-Anderson, and I am chairman of the board of county commissioners in Lewis and Clark County in Montana.

I think it's important to note, I think Lewis and Clark County may be one of the most impacted by designations along the Rocky Mountain Front. I believe that we have the largest portion of the Rocky Mountain Front in Lewis and Clark County. I appreciate this opportunity to present our views.

Lewis and Clark County has a high proportion of Federal lands and a high proportion of wilderness. Timber receipts and PILT funds are important parts of the county budget.

Because Helena, the county seat, is also the State's capitol, the county's citizens tend to be informed and involved in political matters, including Federal land management.

As a result of serving in Lewis and Clark County on a daily basis for over the last five years, I can state unequivocally that there are two things of prime importance to our people: the economy and the environment. Of course, these two things are intimately intertwined.

A common but often incorrect perception is that improvements in the economy must be made at the expense of the environment, and vice-versa. But in Montana, and particularly in Lewis and Clark County, economic vitality and environmental quality often go hand in hand. Our citizens are generally unwilling to let our high quality environment be degraded for economic development, and they generally recognize the economic benefits of that high quality environment.

The wilderness debate in Montana has been complex and sometimes confused. Myths have interfered with rational debate. In the early 1980's, Lewis and Clark County Commission decided it was important for it to speak out on the wilderness issue. Rather than develop a position based on the views of the individual members of the Commission, the Commission embarked on a thorough and systematic public debate.

We held forums and invited the general public, as well as the special interests, concerned about the issue. These forums and public hearings resulted in the passage of two significant resolutions, a 1981 resolution that expressed support of the Bob Marshall Scapegoat and Great Bear wilderness areas and adjacent wildlands, and the Commission's opposition to opening those areas for oil and gas development, and a 1982 resolution that formally declared the Commission's support for additions to the Bob Marshall wilderness.

These resolutions have continued to provide the foundation for the Commission's testimony at a variety of hearings and forums. Importantly, despite the change of the composition of the Lewis and Clark County commissioners, support for these resolutions has remained constant.

The Lewis and Clark governing body has continually weighed the arguments of proponents and opponents of further wilderness designations, and consistently found that the judgment to preserve roadless areas in Federal lands in our county is one which will yield substantial lasting benefits to our county.

Of particular importance to our county is the preservation of the Silver King Falls Creek addition to the Rocky Mountain Front. Because of the abundant wildlife in the Rocky Mountain Front, numerous businesses along the Front are dependent upon hunting for their economic survival. We believe the wilderness designation of this area will assure the habitat necessary to protect the valuable wildlife that exists there today.

We in Lewis and Clark County believe that resolution of the wilderness debate is in the best interests of Montana. We urge the Congress to separate myth from facts, rhetoric from reason. Please pass a wilderness bill that preserves the valuable wildland and heritage in Lewis and Clark County.

I have also with me today some information from other elected officials in the state who support particular areas in the bill. If I have just a few seconds, I'd like to read that into the record if I may. Is that possible, Senator?

Senator Melcher. Yes.

Ms. Stoll-Anderson. From Representative Tim Whalen from Billings, he endorses the Big Snowies, Crazies, and the Absaroka Face. Senator Mike Walker from Great Falls endorses the Rocky Mountain Front. Revella County Commissioner Fritz Tosberg is endorsing the Sapphires and the Blue Joints. Kelly Adia, a representative from Billings, is endorsing the Crazies, Absaroka Face. Senator Dorothea from Bozeman endorses Gallatin Range, wilderness in Cowboys Heaven. Senator Pat Regan from Billings endorses Big Snowies, Crazies and Absaroka Face. Representative Janet Moore from Sealy Swan is endorsing Swan Ridge, Sapphires and Clear Water-Monture.

Representative Ben Cohen from White Fish endorsing Thompson-Seton and the North Fork of the Flathead. Representative Tim Whalen, again—I think I mentioned that. Representative Dorothy Bradley from Bozeman endorsing the Gallatin Range and Cowboys Heaven.

Just a point, that Missoula County commissioners have been on the record in support of the Great Burn. Thank you.

Senator Melcher. Thank you, Linda.

Clifford G. Nelson, Member of the Granite County Board of Commissioners.

STATEMENT OF CLIFFORD G. NELSON, GRANITE COUNTY BOARD OF COMMISSIONERS

Mr. Nelson. Thank you. Mr. Chairman and members of the subcommittee, I am Clifford Nelson, Granite County Commissioner from Montana, representing the people of Granite County.

Granite County realizes we're going to have a wilderness bill, whether we can economically afford it or not. We don't totally agree with it, but after years of debate we know that this needs to be resolved.

The Federal Government owns 63.2 percent of our county. But the 71,012 acres now designated as wilderness and the proposed 145,000 acres makes up 30 percent of our national forest land. The problem with tourism is the isolation of Granite County. A recent survey given to all business showed that revenue derived from wilderness was only one-half of 1 percent.

The Forest Service figures for fiscal year 1985 to 1986 shows that 96 percent of recreation on Federal lands in Montana used nonwilderness areas. The question then becomes, when we create wilderness, what and how much recreation and tourists do we exclude?

Residents and nonresidents use a good portion of this land proposed for wilderness for recreation, such as four wheeling, snowmobiling, and cycling. Thompson Lake and the Flint Range is a popular place for families on weekends. The road is good and residents feel this should not be included in the wilderness proposal.

There are places in the Quigg Peak, Storm Lake, and Skalkaho Pass areas that should be left open for recreation for motorized use. All mining claims should be excluded.

When the Wilderness Act was passed in 1964, the reason was to provide solitude for occasional visitors. Now the protection of wildlife watershed is used as justification for locking up additional acreage. Snowmobiling already occurs in most of the proposed wilderness areas, and it should continue. From early November until the last of April, the only wildlife in these high mountain ranges are sheep and goats. Bear hibernate, while deer and elk move to the bottom land to feed in ranches, meadows and haystacks.

In return, ranchers are dependent on these high mountain meadows with grazing permits for livestock during the summer. But the creation of wilderness just will eventually be eliminated and it should not be.

Since 1976 when RARE II was enacted and the timber industry was thrown into turmoil with timber appeals, Granite County school enrollment has declined from 620 to 516. Does this tell us anything? The experts say that for every seven new jobs created in the city, only one will be created in the country. This does not make our future in Granite County look too rosy.

Mr. Chairman, I've got a map here that was prepared by the KEEP committee. It's outlined in colors. The outside lines in orange is House bill 2090, and the dark green is already proposed wilderness. The light green is approximately 100 acres in our county that we feel that we could support for wilderness.

The rest of this, the yellow is grazing, which we don't feel we can support. And also, the white with the dark lines is what experts in our county say is high potential timber area, which we feel that we can't support because it being a rural county, we depend heavily on the 25 percent gross receipts from the timber industry, which everybody here I think mostly agrees with.

And for tax relief, the Federal and ground and maintaining of the roads to this, I feel is very important to us for our survival. So we feel that these areas should be taken out.

Also, the dark red is high potential mineral that's been shown by the raised part in here, which should be excluded, especially in the

Flint. We show that one piece over there. Just for the record, it's not in our county, but Electric Peak which is very highly mineralized.

Thank you for this time to appear.

[The prepared statement of Mr. Nelson follows:]

STATEMENT OF

CLIFFORD G. NELSON, MEMBER
BOARD OF COUNTY COMMISSIONERS
OF GRANITE COUNTY, MONTANA

Before the
Subcommittee on Public Lands
Energy and Natural Resources Committee
United States Senate

March 21, 1988

Mr. Chairman and Members of the Subcommittee:

For the record my name is Clifford G. Nelson and I am a member of the Board of County Commissioners of Granite County, Montana. I am a life-long resident of Granite County and have been a rancher for over 20 years. I appreciate the opportunity to appear here today and offer comments on behalf of the people of Granite County, Montana.

Residents of Granite County realize that wilderness is going to be crammed down our throats whether we can economically afford it or not. We don't like it, but the RARE II issue needs to be resolved.

The legislation under consideration today would add 145,600 acres of wilderness to Granite County where there are 71,012 acres presently designated was wilderness. This will make a total of 216,612 acres in wilderness, or thirty percent of the total national forest land. Of Granite County's 1,737 square miles the federal government owns 1,098 square miles. In other words, the federal government currently owns 63.2% of Granite County. Of this, 1,013 square miles are considered commercial forest land. That is 58.3 percent of the total land in Granite County.

The potential estimated loss to the county in revenue through the loss of timber production on just four of the proposed wilderness units is as follows; timber loss 9.72 million board feet, job loss 234, payroll loss $3,398,000, county revenue loss $121,500 annually.

The timber industry is the largest employer in Granite County and it depends on a continued supply of timber from National Forest lands for its survival. Forest Service policy changes have already resulted in a large reduction in the acreage considered for logging. This reduction contributed to the closing and demolition of two major sawmills in Philipsburg which had provided over 200 jobs. There are in fact large areas of good commercial timber proposed for wilderness which have, for various political and administrative reasons, been designated as being excluded from commercial timber sales by Forest Service planners. Industry and other sources can show that there is a potential sustained yield of 6 million board feet of timber annually from the lands included in this bill in and near Granite County.

The two largest sawmills in the county, Eagle Stud of Hall and Long Tree of Drummond, have 72 employees, 85 loggers and pay approximately $4 million in wages annually. These wages turn over several times to stimulate the economy of the county. Expenses for Eagle Stud alone for a year are diesel fuel for off road $19,757 and on road $48,000, electricity $40,000, professional services $5,200, Worker's Compensation $51,500, insurance $37,000, unemployment $16,000, maintenance and repair $47,500, chip haulage $32,000. The Long Tree mill lists annual expenditures of approximately the same.

An example of timber revenue for Granite County is timber sales receipts for 1986-1987 of $135,295. The county road fund received $90,197 or two-thirds. This figure represents 30 percent of the total county road budget. The remaining one-third went to county schools. I believe that Representative Pat Williams was quoted as saying "Payments in lieu of taxes (PILT) presently paid to counties for land in the National Forest systems would remain. Not a dime of tax money will be lost." I must disagree since 25% of the revenue collected by national forests for timber harvesting is returned to the county. If this timber is in wilderness there are no timber sales receipts and the taxpayers are forced to pay more of the county budget.

Since 1976 when RARE II was begun and the timber industry was thrown into turmoil with timber appeals, Granite County school enrollment was declined from 620 to the present 516. Does this tell us anything? We would propose to retain about half of this timber for potential future logging.

All mining claims should be excluded. Mining has been a primary industry in Granite County for most of its history and it still provides many well-paying jobs. As old mines become depleted new deposits must be found just to maintain a stable mining industry. Much of the prospecting for such mines takes place on National Forest lands and a significant amount of exploration is presently taking place within the boundaries of this wilderness bill.

This should not be surprising. At the direction of the Congress the U. S. Geological Survey studied all potential wilderness areas and identified numerous zones of moderate to high mineral potential. This bill appears to reflect an effort to keep known ore deposits outside the wilderness, but it still includes very significant mineral lands. In the proposed Flint Range Wilderness for example, the boundaries curve deliberately to place known deposits just outside the wilderness. However, development of a mine at such a site directly adjacent to a wilderness area would no doubt lead to conflicts and court battles with preservationists. Moreover, changing exploration techniques and market conditions could well lead to the discovery of new ore bodies in the areas of mineral potential within the proposed wilderness boundaries. Our plan would exlude the best mineral lands from wilderness designation.

Also, the ground proposed for wilderness is heavily timbered, not alpine terrain like presently designated wilderness areas. Therefore there is concern that any forest fires may spread readily to surrounding commercial timber and destroy that resource. We also understand that the water rights issue in wilderness areas is still unresolved. How will this affect the present water adjudication process currently under way in Montana?

We have no objection to currently designated wilderness, like the Anaconda-Pintler area. It has little commercial timber and the potential for mining is small. But, what is the basis for including areas in wilderness that are mineralized and contain commercial timber? These two areas of industry are the life-blood of the Granite County economy. The county does not have the characteristics of Yellowstone Park to draw enough tourists to make up for the economic loss that the proposed wilderness would create. The contribution of back-packers to the economy will not make up the difference.

The problem with tourism is the isolation of Granite County. We have no major forms of transportation and people must arrive through the use of highways or private aircraft. A recent survey given to all county businesses showed that revenue derived from wilderness was only ½ of 1% of their total. The Forest Service figures for fiscal year 1985-1986 showed that 96% of recreationists on federal land in Montana use non-wilderness areas. The question then becomes, "When we create wilderness, what and how much recreation and tourism do we exclude?"

The people of Granite County have no Yankee Stadium or Disneyland to go to on Sunday. We use our mountains for recreation, such as four-wheeling, snowmobiling and cycling. Thompson Lake in the Flint Range is a popular place for families on week-ends. The road is good and residents feel this should not be included in the wilderness proposal. There are places in the Quigg Peak, Storm Lake and Skalkaho Pass areas that should be left open for recreation with motorized use since roads already exist in these areas.

Snowmobiling already occurs in most of the proposed wilderness areas and it should continue. From early November to the last of April the only wildlife in these high mountain ranges are sheep and goats. Bear hibernate while deer and elk move to the bottom lands to feed in ranchers meadows and haystacks. In return ranchers have depended on these high mountain meadows with grazing permits for livestock during the summer. With the creation of wilderness this will eventually be eliminated. This should not be.

Agriculture is a steady and important economic base in Granite County. Wilderness boundaries should be drawn to exclude areas presently under lease for grazing. Many ranchers in Granite County are concerned that the restrictions and potential conflicts in attempting to graze livestock on lands managed primarily for wilderness would make it impractical to hold their present grazing leases.

Other concerns include weed control, water rights and fire danger. The Welcome Creek wilderness is presently saturated with leafy spurge and it can not help but spread to surrounding ground. In a recent study the state Department of Natural Resources and Conservation determined that spotted knapweed was a major cause of errosion. With no weed control program allowed in wilderness areas this will make an already epidemic situation uncontrollable in Granite County. Also, when the Welcome Creek area was first designated wilderness there was a care-taker available to help visitors. There have been so few visitors in recent years that the care-taker position has been dropped.

Studies show that recreation in non-wilderness forest land is increasing dramatically in our area, while wilderness use is steadily declining. When RARE II was finalized in 1979 it was recommended that 7,620 acres of public land in Granite County become wilderness. We formally agreed with that recommendation because it seemed reasonable. Since that time an ever-increasing amount of land has been proposed for inclusion as wilderness. The summary in the final RARE II statement makes a good point. "When an area is allocated to nonwilderness use it does not become available for uncontrolled development. Rather, the entry, development, and use of the area is controlled by existing laws, rules, and regulations."

Further, the summary states that the "volume of response supporting factors for allocation of roadless areas to nonwilderness exceeded response supporting wilderness allocation by a margin of approximately 3 to 1." This is the federal government's own document, prepared with public response and comments from federal agencies, state governments and national organizations. When the Wilderness Act was passed in 1964 the reason was to provide solitude for occasional visitors. Now, protection of wildlife and watershed is used as a justification for locking up additional acreage.

Over two decades ago when we could see that studies by the federal government made it obvious that wilderness would become a primary issue for the people of Granite County, the County Commissioners appointed a group of interested people to keep us informed of developments. That committee (KEEP) consists of a cross-section of Granite County residents who study matters of environmental and economic interest and it is still active today. This demonstrates an intense continued interest on the part of the public for Granite County's well-being.

Experts say that for every seven new jobs created in the city only one will be created in the country. This is particularly significant for Granite County which is entirely rural. Twenty percent of the wilderness proposed to be created in Montana will affect Granite County by either creating wilderness in the county or adjacent to it.

In summary, if this legislation passes without modification, there would be more than 450,000 acres of wilderness in or contiguous to Granite County. We feel that this would have a detrimental impact on the three important industrial bases of Granite County's economy; timber, mining and agriculture. In contrast, modification would preserve the future economic potential of Granite County.

Thank you Mr. Chairman and members of the committee for the opportunity to appear and be heard here today.

-END-

Senator MELCHER. Thank you very much.

I think we've got Brad DeZort next, Teton County Board of Commissioners.

STATEMENT OF BRAD DeZORT, TETON COUNTY BOARD OF COMMISSIONERS

Mr. DEZORT. Thank you, Senator. As of our meeting of February 11, 1988 in Great Falls, we've presented you—you, Senator Baucus, Representatives Marlenee, and Williams—the Teton County wilderness consideration which we all mailed you a map in our testimony after that meeting, which is basically concurrent with the USDA Forest Service proposal for Teton County and the Western Environmental Trade Association.

The main areas of concern deal with what you asked for today, Choteau Mountain, Teton High Peaks, Deep Creek, Ear Mountain, and the Blackleaf. As you know from our past correspondence, we have approached wilderness issue, as has Fergus County, Granite, Powell, and the Flathead County, from a multifaceted perspective, trying to balance preservation with economic growth.

We are opposed to the proposed present wilderness bills for the following reasons. In our survey of all the Teton County senior citizens, they have overwhelmingly gone on record in opposition to this bill for what it will do to cut them out of the area of the Teton Peaks, the Ear Mountain, and the Blackleaf.

In our proposal we've asked to retain more Forest Service lands to act as a buffer zone for all kinds of existing or newly created or proposed access to accommodate this multi-use concept. We are proposing local government and state evaluation enhancement for new and expanded production and development of timber, oil and gas, hard rock mining, grazing and all forms of recreation under the Forest Service guidelines.

One of the most overwhelmingly supports against future wilderness bills is MACo resolution 87-1, which was voted on in June 1987 in Havre, Montana at the MACo Association meeting; 51 to 3 supported the resolution, and I sent you all a copy of it. I'll just read a portion of it to you.

It says,

> The Montana Association of Counties supports public involvement in the wilderness designation process. MACo supports Congressional designation of wilderness areas, including those of a multi-stage scope, only when endorsed by the county governments within where the proposed wilderness areas are located. MACo discourages the designation of additional wilderness areas in Montana when such designation would render valuable resources as non-productive.
>
> Therefore, be it resolved that the Montana Association of Counties supports the resolution set forth in 2090 when these designations have been endorsed by the local impacted government.

Representative Williams said that he has talked to 35 of the people who are here to give testimony on this wilderness bill. Teton County goes on record today saying Representative Williams has never contacted us in Choteau, MT, even after I sent him a letter on April 22, 1987, inviting him to Teton County to go over some of these areas in question.

The best the experts predict, and we're counting on, is one trillion cubic feet of gas from this Blackleaf area in Teton County and the Rocky Mountain Front. That translates after the severance tax and everything to $245 million in the course of a 30 year field in Teton County's treasury alone. You can cut those estimates in half and you can cut them again in half one more time. That translates to about 21 years of no taxes in Teton County for its citizens.

Presently we have 83,000 acres of wilderness in Teton County. The new bill proposes another 55,000 acres. Our proposal, which I sent all of you, proposes approximately 18,000 to 20,000, thereby assuring future generations for a chance at economic growth and development. Enough is enough.

Since we had lost general revenue sharing, Gramm-Rudman has cut into our PILT, there are only two items every county in Montana has been working under. As more and more federally-mandated programs are thrust upon us with an ever-dwindling tax base, taxpayers revolt, Initiative 27, we need alternative economics to grow. The oil and gas industry in Teton County is our hope for the future.

Development of natural resources in the states should play an important factor in averting the next energy crisis. It should help the balance of trade on rare and precious metals, help reduce the Federal deficit, and insure regional growth to the Pacific Northwest areas. Our economy sags from other endeavors.

One of the big issues that we've addressed here in these areas in Teton County that we want to remove from wilderness is weed control. Those eastern slopes on the divide up there are loaded with spotted napweed and leafy spurge. With the present regulations on Forest Service land, as well as wilderness, for spraying and removal of these weeds, if you pass this wilderness bill as it now stands, all those drainages are going to be infected with those weeds all the way down to the private land.

Careful consideration has gone into Teton County's proposal which we have presented to you. We are advocating a chance to walk without our legs being cut off and still preserve and maintain natural environmental qualities we all care about.

Thank you.

[The prepared statement of Mr. DeZort follows:]

TETON COUNTY
STATE OF MONTANA
CHOTEAU
59422

March 2, 1988

Honorable John Melcher
U.S. Senator
1123 Dirksen Senate Bldg.
Washington, D.C. 20510

Dear Senator Melcher:

As per our meeting of February 11, 1988, in Great Falls, Montana, we are presenting you with Teton County's Wilderness designation, which is basically concurrent with the U.S.D.A. Forest Service and the Western Environmental Trade Association's proposal.

As you know from our past correspondence, we have approached the Wilderness issue, as have Fergus County, Granite County, Powell County, and Flathead County to name a few, from a multi-faceted perspective trying to balance preservation with economic growth. Listed herein is a recap of our views as they pertain to the enclosed map:

(1) Senior Citizens- we do not believe wilderness designation of the proposed Representative Williams bill affords this group of citizens a fair chance to enjoy the land in question. Without the use of beasts of burden to traverse those lands, the less affluent will not traverse these areas.

(2) Retain more Forest Service lands to act as a buffer zone for all kinds of existing or newly created or proposed access to accomodate the multi-use concept.

(3) Local Government and State valuation enhancement-in our proposal we allow for new or expanded production and development of timber, oil and gas, hard rock mining, grazing, all forms of recreation under Forest Service guideance.

(4) Bi-partisan support is reflected in the enclosed MACO Resolution #87-1, voted on 51-3, June 1987, Havre, Montana. This resolution was forwarded to the following NACO convention later that year and again passed, showing that considerations affecting local governments must be considered and listened to.

(5) Local economic benefit is based upon industry estimates of a 1 trillion cfm gas field in place along the front. This translates to 245 million dollars to Teton County treasury alone. We can slice the estimate not only once but 2 more times and still realize a sizeable amount to any county's treasury as well as the State of Montana. Turn this dollar amount over a minimum of 3 times in the local and surrounding economy and we see jobs, growth, prosperity for all Montanans.

(6) Present wilderness in Teton County consists of 83,000 acres. Now proposals seek an additional 55,000 acres. We, Teton County, propose approximately 18 to 20,000 acres, thereby assuring future generations a chance for economic growth and development. Enough is enough.

(7) County relief from loss of General Revenue Sharing, Grahm-Ruddman cuts in P.I.L.T. are only two items every county in Montana has been working under. Teton, Fergus, Granite, Powell, and Flathead counties expressed desire to have some economic solvency from within, thru natural resource development. As more and more federally mandated programs are thrust upon us, with an ever dwindling tax base, taxpayer revolt and CI-27,we need alternative economics to service.

(8) Development of natural resources in the Treasure State should play an important factor in averting the next energy crisis, balance of trade on rare and precious metals, federal trade deficiet and regional growth of the Pacific Northwest area as our economy sags from other endeavors.

(9) Weed control on the east slope is thwarted by massive amounts of wilderness. Restriction on pesticides and herbicides in wilderness areas can only lead to the continued spread of noxious weeds and pests down natural corridors and waterways, yet county gov'ts are required to control the blight and no control is mandated on wilderness.

Carefull consideration has gone into this proposal which we are presenting. We are advocating a chance to walk without our legs being cut off and still preserve and maintain natural environmental qualities we all care about.

Thank you for your consideration and support.

BOARD OF COUNTY COMMISSIONERS
Teton County, Montana

Scott Mangold
Scott Mangold, Chairman

Brad DeZort
Brad DeZort, Member

C. Albert Carlson
C. Albert Carlson, Member

BD/hdt

Encl. Teton County Wilderness Map
MACo Res. #87-1

cc: Senator Max Baucus
U.S. Representative Ron Marlenee
U.S. Representative Pat Williams

RESOLUTION 87- 1

WILDERNESS DESIGNATION

WHEREAS, the Montana Association of Counties supports public involvement in the wilderness designation process; and

WHEREAS, MACo supports congressional designation of wilderness areas, including those of a multi-stage scope, only when endorsed by the county governments within the proposed wilderness areas are located; and

WHEREAS, MACo discourages the designation of additional wilderness areas in Montana when such designation would render valuable resources non-productive.

NOW THEREFORE BE IT RESOLVED that the Montana Association of Counties supports the wilderness designations as set forth in House Resolution 2090, wherein those designations have been endorsed by the impacted local governments.

BE IT FURTHER RESOLVED that MACo seek NACos continued support for local government involvement in the wilderness designation process.

SPONSORED BY: Districts 4 & 5

APPROVED: June 1987 Havre MaCo mtg
51-3 vote county

Reaffirmed NaCo national mtg
1987

Senator MELCHER. Thank you, Brad.

Don Valiton, Powell County Board of Commissioners.

STATEMENT OF DON VALITON, POWELL COUNTY BOARD OF COMMISSIONERS

Mr. VALITON. Mr. Chairman and members of the committee, my name is Don Valiton and I am a member of the Powell County, Montana Board of Commissioners, and I speak for them.

We are the local governing body for our county. We are keenly sensitive to anything that does or may affect the welfare of our people. And that is why I am here today, to ask you to make certain modifications in pending wilderness legislation as it affects Powell County.

We live on a small ranch located about eight miles from the southern boundary of the Bob Marshall. I shot my first elk in the middle of the Bob Marshall over 50 years ago. I have packed in there hunting and fishing many times since then. It is a great area.

However, we cannot afford much more wilderness. The economic price we'll have to pay is much too great. My county already has within its boundaries 279,000 acres of the Bob Marshall Scapegoat Wilderness. That is already 19 percent of my county's area. A substantial addition to the Bob Marshall in my county is before you now. We do not oppose that.

However, the four new areas proposed in the wilderness legislation will add another 129,000 acres to the wilderness in my county, which represents a total of 27 percent of all acreage in Powell County.

I can't overemphasize the importance of the wood products industry to the economic welfare of our county. One mill employs 100 people. It has another 150 working in the woods. It's annual payroll is $7.5 million. Their continued operation depends upon the reliable timber supply for now and in the future.

For this reason, we are opposed to the creation of the Electric Peak and Nevada Mountain as new wilderness areas, and we oppose the creation of the Cottonwood Lake recreation area.

There is an old saying out west, "Gold is where you find it." Gold was first discovered in Montana in 1858, and was found in our county. From then until today the search goes on. It ranges from the single prospector working his diggings, to the high-tech exploration now being carried on by multi-million dollar corporations near Electric Peak.

In addition to its potential timber supplies, we are also opposing the Electric Peak/Cottonwood Lakes complex because of the area's mineral potential. As county commissioners, we would more than welcome the jobs created, the tax base expansion, and the economic boost that would accompany a successful discovery of valuable minerals. Don't lock us out of Electric Peak/Cottonwood Lakes.

While discussing the Nevada Mountain wilderness addition with a neighbor who is familiar with that area, he asked me why in the world would anyone want to put that into wilderness? That's a good question. None of the Montana delegation proposed this in their bills. It is not included in the Forest Service recommendations. It was added by amendment during House consideration.

Nevada Mountain has low wilderness area, it has timber potential, it has mineral potential. It should be deleted from the wilderness measures you are considering.

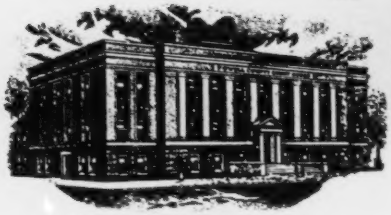
There are many of us, for reasons of age or physical problems, who can no longer use wilderness. We cannot ride horseback, hike very far, nor climb steep mountain trails. We have to use motorized vehicles to enjoy the outdoors. We are already frozen out of vast acreages of walk-in only areas.

My family has been in Montana almost 125 years, and most of it has been in Powell County. During that time we have learned that wilderness is great soul food. But wilderness does not put food on your table, wilderness does not put clothes on your back, or a roof over your head. Wilderness does not send your kids to college, and wilderness does not give them jobs when they are out of school.

I have several attachments, including statements from Powell County Progress and the Deer Lodge Chamber of Commerce, which I would like to include as part of my testimony.

Thank you, Mr. Chairman, and members of the committee.

[The prepared statement of Mr. Valiton follows:]



COUNTY OF POWELL
DEER LODGE, MONT.

Statement of

Don Valiton
Powell County Board of Commissioners

on
Montana Wilderness Legislation

Before the
Public Lands Subcommittee
of the
Senate Energy and Natural Resources Committee

March 21, 1988
Washington, D.C.

Mr. Chairman and Members of the Committee:

My name is Don Valiton. I am a member of the Powell County, Montana, Board of Commissioners; and I am speaking today for the other members of our commission also.

We are the local governing body for our county. Our county covers 2,329 square miles - - almost twice the size of the State of Rhode Island and larger than the State of Delaware. We are responsible for serving the needs of 6,900 residents. We are keenly sensitive to anything that does, or may, affect the welfare of our people - - and that is why I am here today to ask you to make certain modifications in pending Wilderness legislation, as it affects Powell County.

At the outset, let me say that I am neither a stranger to, nor an enemy of, Wilderness. We live on a small ranch located about 8 miles from the southern boundary of the Bob Marshall Wilderness. It is about the same distance to two major trails to the Bob Marshall.

I shot my first elk in the middle of the Bob Marshall over 50 years ago. I have packed in there, hunting and fishing, many times since then. It is a great area. However, there is a price you sometimes pay for living close to it. Three times one summer, a grizzly tore our house to bits. Windows were broken out, doors smashed down, furniture destroyed, food ransacked - a real mess. When we returned to our house one rainy, foggy, "spooky" night and saw the shambles, our seven-year old daughter said, "Daddy, can I sleep with you and Mommy tonight? I'm too young to die!"

The big bears are seen every year not far from our home. We watched two last summer, in our meadow not more than 200 yards from our front door. My wife is uneasy about walking in the woods on our place. There is a price you pay for closeness to Wilderness. But it is nothing compared to the economic price our Powell County residents may be called upon to pay if some of the pending Wilderness proposals are enacted into law.

In the past, I testified at a hearing conducted by Senator Lee Metcalf; and I strongly supported the addition of the Scapegoat area to the Wilderness system. Years ago, at a Forest Service hearing, I proposed creation of a "mini-wilderness" of 8,000 acres or so, to include Mount Powell and the Trask Lakes basin which is in the Flint Range now under consideration.

However, like a great many other Montanans --- a majority, I believe --- I feel great support for the present wilderness system, but we cannot afford much more to be added. The economic price we'll have to pay is much too great.

My county of Powell already has within its boundaries, 279,662 acres or 437 square miles, of the Bob Marshall-Scapegoat Wilderness. That is already 19% of my county's land area. A substantial addition to this area in my county, is before you now. We do not oppose that.

Deer Lodge, Montana, is the county seat of Powell County and has a city population of 4,500. It is also the sight of a Louisiana-Pacific lumber mill. I can't over-emphasize the importance of this operation to the economic welfare of our city and county. The mill employs 100 people. It has another 150 working in the woods of Powell and Granite Counties. Its annual payroll is $7,500,000; and this figure does not include the value of stumpage paid to private landowners. Their continued operation depends upon a reliable timber supply for now and in the future.

For this reason, we are opposed to the creation of the Electric Peak, Nevada Mountain, and Black Mountain as new Wilderness areas; and we oppose the creation of the Cottonwood Lake National Recreation Area. The first two would add another 40,000 acres, with economic development locked out, in my county.

For the same reason, we are supporting in a general way, the recommendations of the Granite County Commissioners and the Granite KEEP Committee. Along with other adjacent counties, Granite is a valuable source of timber for the Deer Lodge mill.

There is an old saying out West: "Gold is where you find it." Gold was first discovered in Montana in 1858 - and it was found in our county of Powell. From then until today, the search goes on in our county. It ranges from the single prospector, working his diggings, to the high-tech explorations carried on by multi-million dollar corporations. (See attachments #1 and #2).

In addition to its potential timber supplies, we are also opposing the Electric Peak-Cottonwood Lakes complex because of that area's mineral potential. The area itself has been "prospected". It is ringed by mining sites and claims. Pegasus Gold Corporation, a well-known mining company, is core drilling land within 6 miles of this complex. Freeport-McMoRan Gold Co. - second largest producer of gold in the United States, in a joint venture with Exxon Corporation, has been core drilling an area only 5 miles from the Electric Peak proposal. It has been reported that this exploration work has been encouraging enough, to possibly continue it for another two years.

As county commissioners, we would more than welcome the jobs created, the tax base expansion, and the economic boost, that would accompany a successful "discovery" of valuable minerals. Don't lock us out of Electric Peak-Cottonwood Lake.

While discussing the Nevada Mountain Wilderness addition with a neighbor who is familiar with that area, he asked me, "Why in the world would anyone want to put that into wilderness?" That's a good question!

None of the Montana congressional delegation proposed this in their bills. It is not included in the Forest Service's recommendations. It was added by Minnesota Congressman Vinto, by amendment during House consideration. Nevada Mountain has low wilderness value. It has timber potential. It has mineral potential, as it too, is ringed by past and present mining activities. It should be deleted from the Wilderness measures you are considering.

We are not objecting to adding to Wilderness that portion of the Flint Creek Range which lies within Powell County. However, we strongly urge you to exclude such areas as the Dempsey Lakes, Race Track Lakes, etc., where our ranchers now maintain dams to provide irrigation water for the south Deer Lodge valley. These lake basins are found on the southeast fringe of the Flint Creek Range perimeter. Access must be provided or our agriculture will suffer severely.

Outside the proposed Flint addition, on its eastern side and about ten miles west of the City of Deer Lodge, lies Rock Creek Lake. There is a trail running from the upper end of that lake in a westerly direction, through a steep canyon, over and into Granite County. For much of the distance, Rock Creek runs down the canyon and into the lake. That trail has been, and is, a heavily used snowmobile route. We urge that that corridor of snowmobile use be excluded from Wilderness.

We question the advisability of including within the Flint proposal, that area which lies to the north of this snowmobile trail. This land includes Dolus Lakes, and on its north edge will be found many signs of past and present mining activities. This could contain significant mineral potential.

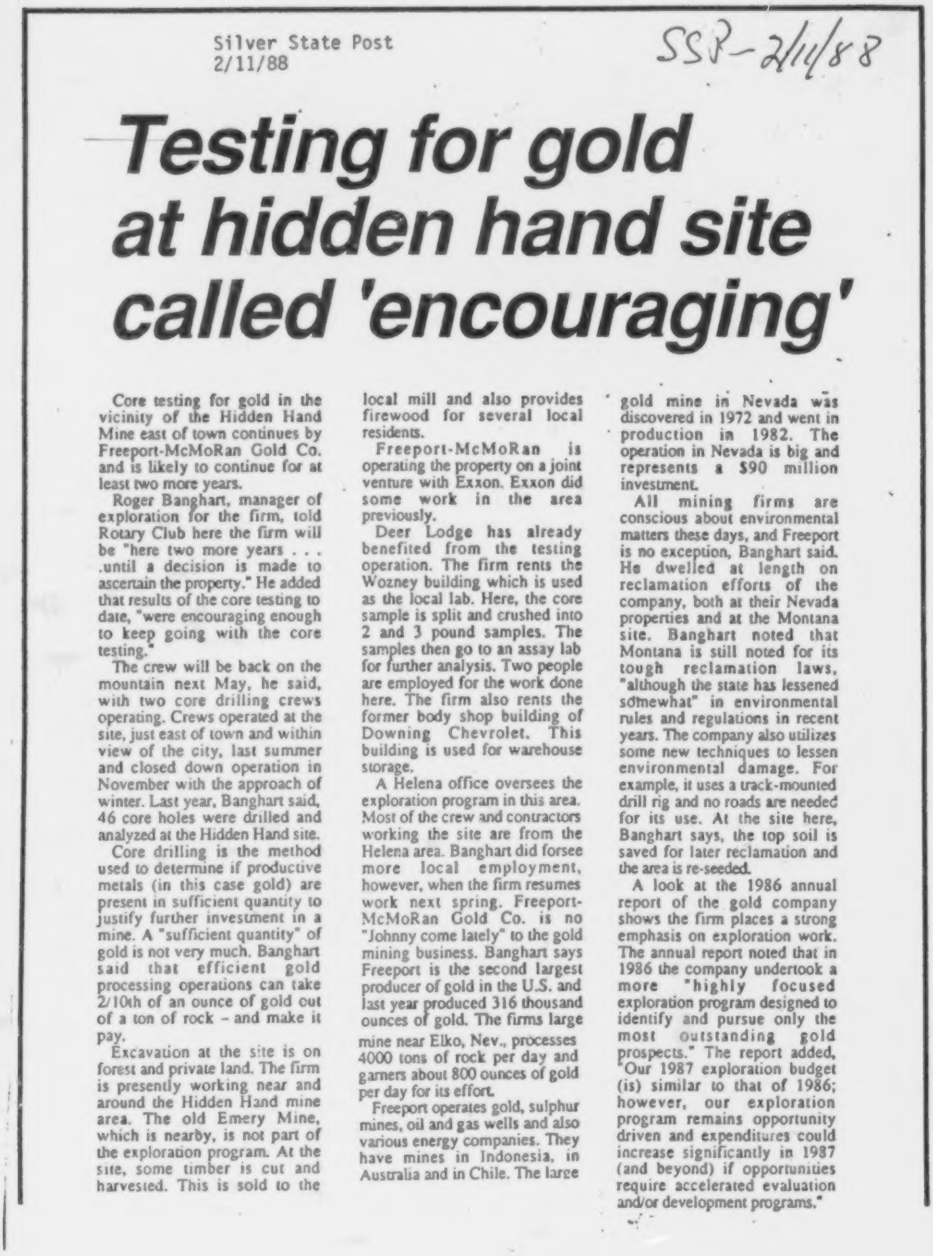
Another reason for eliminating Electric Peak from Wilderness status and Cottonwood Lake as a National Recreational Area, is their heavy use, and popularity, by snowmobilers from several counties.

There are many of us, such as myself, who for reasons of age or physical problems, can no longer use Wilderness. Many cannot ride horseback, hike very far, nor climb steep mountain trails. We have to use motorized vehicles to enjoy the outdoors. We are already frozen out of vast acreages of "walk-in only" areas created by private landowners, Fish and Game Departments, and the U. S. Forest Service. When you establish new Wilderness, you lock us out of more lands.

My family has been in Montana almost 125 years, and most of it has been in Powell County. During that time, we have learned that wilderness is great soul food, but wilderness does not put food on your table; wilderness does not put clothes on your back or a roof over your head; wilderness does not send your kids to college -- and wilderness does not give them jobs when they are out of school.

I have several attachments, including statements from Powell County Progress and the Deer Lodge Chamber of Commerce, which I would like to include as a part of my testimony.

Attachment 1



Silver State Post
2/11/88

SSP-2/11/88

Testing for gold at hidden hand site called 'encouraging'

Core testing for gold in the vicinity of the Hidden Hand Mine east of town continues by Freeport-McMoRan Gold Co. and is likely to continue for at least two more years.

Roger Banghart, manager of exploration for the firm, told Rotary Club here the firm will be "here two more years . . . .until a decision is made to ascertain the property." He added that results of the core testing to date, "were encouraging enough to keep going with the core testing."

The crew will be back on the mountain next May, he said, with two core drilling crews operating. Crews operated at the site, just east of town and within view of the city, last summer and closed down operation in November with the approach of winter. Last year, Banghart said, 46 core holes were drilled and analyzed at the Hidden Hand site.

Core drilling is the method used to determine if productive metals (in this case gold) are present in sufficient quantity to justify further investment in a mine. A "sufficient quantity" of gold is not very much. Banghart said that efficient gold processing operations can take 2/10th of an ounce of gold out of a ton of rock – and make it pay.

Excavation at the site is on forest and private land. The firm is presently working near and around the Hidden Hand mine area. The old Emery Mine, which is nearby, is not part of the exploration program. At the site, some timber is cut and harvested. This is sold to the local mill and also provides firewood for several local residents.

Freeport-McMoRan is operating the property on a joint venture with Exxon. Exxon did some work in the area previously.

Deer Lodge has already benefited from the testing operation. The firm rents the Wozney building which is used as the local lab. Here, the core sample is split and crushed into 2 and 3 pound samples. The samples then go to an assay lab for further analysis. Two people are employed for the work done here. The firm also rents the former body shop building of Downing Chevrolet. This building is used for warehouse storage.

A Helena office oversees the exploration program in this area. Most of the crew and contractors working the site are from the Helena area. Banghart did forsee more local employment, however, when the firm resumes work next spring. Freeport-McMoRan Gold Co. is no "Johnny come lately" to the gold mining business. Banghart says Freeport is the second largest producer of gold in the U.S. and last year produced 316 thousand ounces of gold. The firms large mine near Elko, Nev., processes 4000 tons of rock per day and garners about 800 ounces of gold per day for its effort.

Freeport operates gold, sulphur mines, oil and gas wells and also various energy companies. They have mines in Indonesia, in Australia and in Chile. The large gold mine in Nevada was discovered in 1972 and went in production in 1982. The operation in Nevada is big and represents a $90 million investment.

All mining firms are conscious about environmental matters these days, and Freeport is no exception, Banghart said. He dwelled at length on reclamation efforts of the company, both at their Nevada properties and at the Montana site. Banghart noted that Montana is still noted for its tough reclamation laws, "although the state has lessened somewhat" in environmental rules and regulations in recent years. The company also utilizes some new techniques to lessen environmental damage. For example, it uses a track-mounted drill rig and no roads are needed for its use. At the site here, Banghart says, the top soil is saved for later reclamation and the area is re-seeded.

A look at the 1986 annual report of the gold company shows the firm places a strong emphasis on exploration work. The annual report noted that in 1986 the company undertook a more "highly focused exploration program designed to identify and pursue only the most outstanding gold prospects." The report added, "Our 1987 exploration budget (is) similar to that of 1986; however, our exploration program remains opportunity driven and expenditures could increase significantly in 1987 (and beyond) if opportunities require accelerated evaluation and/or development programs."

Attachment 2

Silver State Post - 12/17/87

Pegasus Gold plans $10 million mine investment

Pegasus Gold Corp. announced plans last week to open an extensive mining operation south of Fairmont at the Beal Mountain Mine. If an environmental assessment if approved by state officials, mining could start by the fall of 1988.

John Fitzpatrick, manager of administration for Pegasus Gold, said Pegasus plans to open-pit mine approximately 8.7 million tons of the 11.8 tons of mineable reserves that have been identified. Total investment to put the mine into production will be $10 million. The mine will pay an estimated $635,000 to $950,000 annually in state and local taxes.

Annual production would be 32,900 ounces of gold and 25,000 ounces of silver. The gold would run about .045 ounces per ton, while the silver runs .100 ounces per ton. Thirty-one tons of ore would have to be mined to obtain an ounce of gold.

Fitzpatrick noted that at .045 ounces of gold per ton, the mine would be the highest producer of the five properties operated by Pegasus. Zortman-Landusky produces .018 ounces per ton, while Montana Tunnels runs at .026 ounces per ton.

He said that the mine could be operated at a profitable level to a gold price of $300 to $325 per ounce. Gold currently is $490 per ounce.

Expected life of the mine is 10 years, with an additional two years required after mining operations cease to complete processing of the ore.

Ore from the mine would be processed using a cyanide heap leach near the mine site.

Fitzpatrick described the "heap leach" mining process that will be used at the mine as a closed circuit, which would not have any releases to the waters of German Creek, or the Upper Clark Fork. The method differs from a milling operation proposed three years ago by Montoro Gold which would have required leases.

Pegasus Gold active in county

Pegasus Gold Corp. continues to file extensive mining locations in Powell County. Pegasus is the firm that recently announced plans for a gold mining operation south of Fairmont.

Pegasus Gold has been active in the county for some time. In October of this year they filed several mining locations, all in the Ellistion region of the county. In addition, on Dec. 11th, the firm filed on 26 more mining locations. All these were also in the Elliston region.

Pegasus also recently picked up some mineral leases on lands in the county. The leases are on unpatented mining claims belonging to Timothy D. Scott, Donald Enger and Tom Beck. These leases were filed on record here on Oct. 27, Oct. 29 and Oct. 30, 1987.

Attachment 3

Powell County Progress

406/846-3680-Ext.47
406/846-1133

P. O. Box 776
Deer Lodge, Montana 59722

March 14, 1988

Senate Energy & Natural Resources Committee
Senate Dirkson Office Building
Room 364
Washington, D. C. 20510

SUBJECT: Current proposed legislation on Wilderness Lands in the area of Powell County, Montana.

Powell County Progress has as an overall goal the retention and expansion of business in Powell County of Montana. With this goal in mind, Powell County Progress (PCP) is greatly concerned with the Wilderness proposals currently under consideration by the Congress and the effects wilderness legislation of this type will have on the industries, businesses, and communities of Powell County and, in fact, all of Montana. We are heavily dependent in Powell County on local sawmills, logging, agriculture, mining, recreation and tourism for job and economic stability.

The Louisiana-Pacific Corporation Sawmill in Deer Lodge and the logging businesses alone provide approximately 250 direct jobs with an annual payroll of $7,500,000 to the local economy. This is 13% of our total county employment. In addition, the mining operations that would be affected represent another 12% of our employment.

Information given to us recently by the Forest Service indicates there are approximately 498,000 - 620,000 acres proposed for wilderness within a 100 mile driving distance of Deer Lodge. Existing, as well as future, opportunities, for snowmobiling, motobike use, camping, and other methods of access to these lands would be lost for many people who would not be physically able to enjoy the area without such equipment. Recently, a local Sporting Goods supply store said that 90% of the people he sells supplies to would not be able to enjoy these areas, which raises the question of equality. It is sad that we do not all enjoy the type of health required to hike, horseback ride, or cross country ski into these areas, but never-the-less, all people should have the right to enjoy public land within reasonable limits of use without abuse. These Wilderness proposals, unfortunately would limit the access to a small number of people and to a large number of people the areas would be lost forever.

The Wilderness proposals contained in H.R. 2090 and S.1478 seriously tip the balance of uses and products which the communities in Powell County have depended on for so many years from National Forest lands.

We remind you that of the areas mentioned above, which will most directly affect the businesses and lives of those using Powell County lands, 306,000 acres were recommended for Wilderness through the Forest Planning process. We feel further wilderness recommendations will seriously affect the ability of the Forest Service to maintain an adequate supply and affect the many other uses important to the communities in Powell County.

Powell County Progress is not opposed to a Wilderness Bill of some kind. We are, however, opposed to a bill which threatens our economic welfare and way of life, and which does not reflect the needs of local communites and the individual.

We generally supported the Forest Service recommendations for Wilderness in the Deer Lodge and Helena National Forests, with the exception of Electric Peak. The mining potential is extremely high in this area. A long history of productive mining exists on surrounding National Forest lands and USGS maps indicate the same mineral potential exists in Electric Peak. As you know, Electric Peak is only 10 miles from Deer Lodge, the County Seat and largest community in Powell County, and could offer some very important economic, as well as recreational, opportunities in the future. With our strong strides in developing and promoting this area for recreation and tourism, these Wilderness proposals would also seriously affect our Tourism and Recreation industries.

For the reasons mentioned above, Powell County Progress specifically opposes the following recommended areas as Wilderness in the Powell County Area:

> Sapphires, Stony Mountain, Electric Peak, Flint Creek Range, Nevada Mountain, Black Mountain, and Cottonwood Lake Recreation Area.

Sincerely yours,

Diana J Solle

DIANA J. SOLLE
President, PCP

Attachment 4

UNBURIED TREASURE
DEER LODGE, MONTANA

DEER LODGE
Chamber of Commerce

1171 Main St. (S)
DEER LODGE, MONTANA 59722
(406) 846-2094

March 14, 1988

Senate Energy & Natural Resources Committee
Senate Dirkson Office Building
Room 364
Washington, D.C. 20510

Dear Senate Energy & Natural Resources Committee:

I am writing on behalf of the Deer Lodge Chamber of Commerce regarding the Wilderness proposals currently under consideration in H.R. 2090 and S-1478.

We have reviewed the propasals and would like to say, we are not opposed to a Wilderness Bill of some nature but, we definitely are opposed to any bill that does not reflect the needs of our local community.

The Wilderness proposals under consideration could have serious long range implications if not adequately resolved. We are heavily dependent on the local sawmills, logging, ranching, mining, recreation and tourism for jobs and economic stability therefore, we ask your consideration.

The Louisiana-Pacific Corporation Sawmill in Deer Lodge and logging business alone provide approximately 250 direct jobs with an annual payroll of $7,500,000 to the local economy.

The Forest Service has advised us there are approximately 498,000 to 620,000 acres proposed for wilderness within a 100 mile driving distance of Deer Lodge. This proposal is absurd, for this will effect the future opportunities for snowmobiling, motorbike use, camping and mining will also be lost forever with these wilderness proposals.

We are of the opinion the Forest Service in Deer Lodge with their recommended 306,000 acres of wilderness in their Forest Service Planning Process would have a difficult time due to administration with the present reduction in the proposed plan and the cut of personnel in Deer Lodge. The plan would be difficult to maintain adequate timber supply and many other uses important to Deer Lodge. We believe a very realistic solution to the timber supply problem can be made and provide for a stable industry in our community.

Deer Lodge — "Montana's Unburied Treasure"

We want to acknowledge our support of the Forest Service recommendation for Wilderness on the Deer ldoge and the Helena national Forest with the exception of Wlectic Peak, as the mining potential is extremely high in this area. A long history of productive mining exists on the surrounding national forest lands and USGA maps indicate many minerals exists in the Electic Peak Area, which is only 10 miles from Deer Lodge and this could offer some very important economic as well as recreational opportunities in the near future.

The Wilderness Proposal contained in H.R. 2090 and A- 1478 severely tip the balance of uses and products which our community has depended on for so many years from National Forest Service Lands.

Deer Lodge Chamber of Commerce recommend that you specifically oppose the wilderness in the Deer Lodge Area, particularly Flint Creek Range, Electric Peak, Stony Mountain, Sapphires, Nevada Mountain, Black Mountain and Cottonwood Lake Recreational Area.

Sincerely yours,

Charliene L. Staffanson

Charliene Staffanson
President, Deer Lodge Chamber of Commerce

Senator **Melcher**. Your attachments will be made part of the subcommittee files.

Thank you all for very good statements.

Brad, I guess you heard, along with the rest of us, that Don claims to have gotten at least one elk in the Bob Marshall. Do you use the Bob Marshall yourself?

Mr. **DeZort**. Yes I do, Senator. I use it every year.

Senator **Melcher**. For hunting?

Mr. **DeZort**. Hunting, and just going up there and getting away. I've got three horses. I backpack in. Last summer I was back in there to Webb Lake, back in the Scapegoat. I spent 5 days back there. Caught some nice cutthroat.

Senator **Melcher**. You mentioned weed control on the east slope is thwarted by massive amounts of wilderness restrictions on pesticides and herbicides in wilderness areas. It can only lead to the continued spread of napweed and leafy spurge.

You can use the same pesticides, can you not?

Mr. **DeZort**. No you cannot.

Senator **Melcher**. What's the difference?

Mr. **DeZort**. Because the Forest Service is under some different rules, and they've had some Federal judges restrict them out of there. They can hand grub them out.

Senator **Melcher**. Pardon me?

Mr. **DeZort**. They can hand grub them out with labor. My wife——

Senator **Melcher**. But they can't use the same pesticides.

Mr. **DeZort**. Herbicides.

Senator **Melcher**. Pardon me?

Mr. **DeZort**. They cannot use the same herbicides I can use. As county commissioner, they're laying the butts right up to that Forest Service, you're proposing that in the mountain wilderness—I can't go up there and take care of the weeds. It will be in wilderness.

Senator **Melcher**. I understand that. But I wonder if the restriction isn't on herbicides and pesticides the same in the National Forest, whether it's in wilderness or nonwilderness. How bad a problem is it?

Mr. **DeZort**. It's quite bad on that Teton River. We've lost the battle on that Teton River coming out of the mountains there on napweed and leafy spurge. The only thing that we can do now is contain it. The Forest Service, Teton County and some private landowners have gotten together—and most of the landowners live down around Sun River there at Gibson—and tried to form a little cooperative effort to stop it right there as it comes out on the private land. We're going to lose the battle there on the Sun River too, which is the border between Lewis and Clark and Teton. The battle is being lost up there in those hills.

Senator **Melcher**. Does the Forest Service have adequate funds to join you?

Mr. **DeZort**. I don't think they do. My wife worked for the Forest Service for two years in the summertime there in Choteau, Montana, working on this weed problem. They don't have the funds, they don't have the manpower, and they don't have the green light to go ahead and get this stuff knocked out of there.

Senator **Melcher**. To do their share? Is that it?

Mr. **DeZort**. They paid the county some to go in there, where they could. But you can only drive so far up there, and you know yourself, the weeds are up on the top, carried back in in hay and grain from the outfitters and the packers like me who go back in in the summer, drop it out and it grows back there and you can't do anything with it. Down around the river it comes.

Senator **Melcher**. Chuck, on the survey that you presented along with your testimony, you had between 300 and 400 respondents? Was it 350 to 400?

Mr. **Swysgood**. I think it was around 362, Senator.

Senator **Melcher**. And how did you send it out?

Mr. **Swysgood**. In the newspaper.

Senator **Melcher**. You put it in the newspaper and then just anybody who wanted to could fill it out?

Mr. **Swysgood**. Yes. And then there were copies of it around places that they could pick up and fill out.

Senator **Melcher**. Thank you all very much.

Senator Baucus.

Senator **Baucus**. I'd like to ask you a question about the Lewis and Clark County resolution. I didn't quite understand what you said. You said that the Lewis and Clark County commissioners passed one or two resolutions?

Ms. **Stoll-Anderson**. Two resolutions, Senator Baucus.

Senator **Baucus**. Could you explain what those resolutions provided?

Ms. **Stoll-Anderson**. Yes I could. In 1981, the County Commission passed a——

Senator **Baucus**. Could you please pull the microphone a little closer?

Ms. **Stoll-Anderson**. Can you hear me now?

Senator **Baucus**. Thank you.

Ms. **Stoll-Anderson**. In 1981, the County Commission passed a resolution that in addition to generally supporting the concept of wilderness in Lewis and Clark County, it opposed oil and gas exploration in the Bob Marshall wilderness. In 1982, the County passed another resolution that supported wilderness again, listing a variety of areas.

I have submitted copies of both of those resolutions to both you and Senator Melcher two or three times, but then I brought them with me again today. Perhaps I could leave it with you again.

Senator **Baucus**. Thank you for that. But what I'm trying to get at is, with the economic future of our state, it's a big question. It's a question that all of the candidates are addressing. Why all those fellows want to be governor, I don't know, but both sides of the aisle they do. And it's the central question in our state, our economic development and growth. It's a complicated question.

It certainly goes to the basic question all of you have to face as county commissioners in addition to state representatives, and that is the local revenue base. It goes to mining, it goes to timber, production, it goes to agricultural production. It also goes to outfitters of revenues and backpackers, people who want to live in our state and bring in lighter industries into our state.

The fact is that we are probably the last unspoiled state in the lower 48. If one goes to Colorado or even California or other states in the nation, it's clear that probably Montana is the last unspoiled of the lower 48. But still we've got to put food on the table. I think it was either you, Brad, or Don, who mentioned it. But you've got to put food on the table, raise the revenues to send our kids to school and hopefully have jobs for our kids in our State.

I'd just like to ask of you as county commissioners, looking at the present and down the road a little bit, what are some of the economic trends that are important for our state, as you see it? And as economic development trends in our state? It's important to look at the present, because after all, the present is the present.

But it's also important to look to the future, because as public officials we have an obligation to try to predict as best we can what the economic future is of our State in the next 2 or 3 or 4 years, our counties and districts.

So I'd just like you to, if you can—we don't have a lot of time here—but just ruminate a little as to the economic future of our state, some trends that you think tend to make some sense. I don't care who wants to go first.

Mr. DeZort. All right, Max. I'll start.

You talked about the economic development. We'll just take Teton County. We've lost 100 people in that county in the last 2 years. When the new survey come out statewide, we're going to be down below 800,000 people in our state.

I alluded in my testimony—we call it the treasure state. What were the big four potatoes we pushed before in our county? It was agriculture, oil and gas, timber, and we didn't have any mining. That's what we're looking at.

Our County Commission makeup is bipartisan. Whether we're Democrats or Republicans, we can project from the past in our county what the growth was for the last 100 years. It's been 500 people. That's all. Like I say, in the last 2 years we've lost 100 of those. We've only got 6,400 people today. We had 6,500 2 years ago; 100 of them left.

Farms are closing up. There's not a person out there who wouldn't give up raising wheat in Teton County to work on that oil pipeline. You had Gregory Cook from Houston, TX up there to complete the 200 mile pipeline; 275 people come in there to do 200 miles of that pipeline. They dropped more money in that town and in that county than any outfitter ever did. There has never been a tourist going up to the Bob Marshall that ever stopped by my ranch and wanted to help pay my taxes on it.

We've got three outfitters in the county. They're not a significant impact. I'm not saying they're not significant, but they're not a significant impact on the growth of Teton County.

Mr. Valiton. Speaking for Powell County, Senator, I think our future lies in diversified economy: agriculture, mining, the woods products industry, and to a lesser extent tourism in the city of Deer Lodge because of the many historical features it has there.

Right now going on in the Electric Peak area, as I indicated briefly in my testimony, are core drilling projects by two of the largest coal producing companies in the United States. That whole area in the south end of Powell County is mineralized, has mineral potential, and I think it's a big factor as we look into the future for economic development; mining, woods industry, agriculture, and to a lesser degree tourism.

Senator BAUCUS. Thank you.

Mr. NELSON. I think in Granite County it's very important that we have our natural resources, such as timber and mining for our economy. We depend on it now and we've got to continue to depend on it. I think let us develop our natural resources to the best of our economy for our county and of the state.

Senator BAUCUS. Linda.

Ms. STOLL-ANDERSON. Senator Baucus, Lewis and Clark County has not lost population. It's gained it, although at a small rate. I see, I suppose, on the horizon for our economic development, there are a great many proposals for active gold mines right now. I think that mining is becoming a real important part of our economic development and will in the next few years.

I attended an economic development seminar sponsored by Norwest Bank, and the speaker there indicated that he felt that the agricultural industry would experience an increase. So I'm hopeful of that, because Lewis and Clark County does, to a certain extent, still consider itself to be an agricultural county.

So I suppose I would say that I see on the horizon economic development with mineral extraction. I see economic development associated with recreational and tourism industries, and agriculture and service sectors.

Senator BAUCUS. Do you know how much of the potential mineral development—and you're right, in our state there has been a lot of new mineral development—how much of it is in national forest lands that are not precluded because of the wilderness designation, and how much potential, as best you can tell, for mineral development is in areas that are wilderness, so therefore off limits?

Ms. STOLL-ANDERSON. Senator, I wouldn't hazard a guess. All I can say is that there is a lot of activity going on right now in areas that are not being considered for wilderness. There are, I think, an awful lot of places for that activity to occur.

Senator BAUCUS. I spent a day working in that Pegasus mine outside of Helena. It's an outfit that impressed me as doing very well. There are a lot of traces of gold and silver, but not a lot of lead. It's the gold and silver that makes the difference, particularly with today's gold prices.

Mr. DEZORT. If I can just touch on a point there, Max. You asked about what percentage of that land is in and out of Forest Service. The 18,000 to 20,000 acres that we've proposed in the thing we sent you, it's all on the Forest Service. All the big whales and the big potential for gas in Teton County is just either real close to the Forest Service boundary or it's on there.

We've got two of the biggest gas producing wells in the state in Teton County in that Blackleaf. One is on, one is off. So that whole area right there below Pondera County's line, all the way down to the Sun River, most of that gas potential is on the Forest Service land, or BLM.

Senator BAUCUS. I just hope this is a question that all of the panels address, because it's really key to our State. It is our economic growth and development. I think a lot of it though does include not only mining for development, but it also includes the outfitting and tourism in our State. That's also going to be critical in our State.

It's just a matter of finding that balance. We're spending a lot of time here. I just have a little anecdote here. It's the question of senior citizen use of national forest land. It is true that many seniors cannot backpack and hike as well as some other folks.

But I must tell you, I was a bit surprised this last summer. My wife and I were hiking around in Glacier. We went up to Granite Park and the Sperry Chalets. I was astounded that over half the people there were senior citizens hiking during those several days. So seniors also like to get out and hike and use our wildlands, as well as younger folks.

So there's a balance in everything. It's just important to recognize that seniors do like to get out as well.

Thank you, Mr. Chairman.

Senator MELCHER. Cliff, Thompson Lake in the Flint Range you identified, you say the road is good. Is that road used now?

Mr. NELSON. Yes, it is.

Senator MELCHER. And that's in somebody's wilderness proposal?

Mr. NELSON. Yes, it is.

Senator MELCHER. Have we got that? Whose?

Mr. NELSON. It is in Pat Williams' bill. He has said that he would take that out. But from what I understand, after the House voted on it, they put it back in. So I don't think it is out. That would be the same as the snowmobile trail coming up out of Powell County above Rock Creek Lakes, in that area. But we showed you on this map here where we could take it out.

Senator MELCHER. Could we get a better map, just of that area? I think we've got a map of that area.

Mr. NELSON. On this map it just comes right into this area here, Thompson Lake, laying in this area. This is the area in the Flints that we recommend. We'd have that out. It would be right in this area here.

Senator MELCHER. Which bill is that?

Mr. NELSON. This would be the area right in here that we would have taken out.

Senator MELCHER. Is that the same one you're talking about, Don?

Mr. VALITON. I did talk about it in my testimony that's written, but which I wasn't able to cover in the time limits. That's the trail from Rock Creek Lake running west to Granite County. That's the popular snowmobile trail for our area.

Senator MELCHER. Is it in your bill, Max?

Senator BAUCUS. No it's not. We've taken that out of our bill. That trail.

Mr. VALITON. Is it excluded, Senator?

Senator BAUCUS. Yes it is.

Mr. VALITON. Good.

Senator BAUCUS. My understanding is that that trail that you've mentioned has been taken out. That's my understanding.

Senator MELCHER. We'll earmark it and make sure it's out.

Mr. VALITON. Good. Good.

Senator MELCHER. Cliff, were you talking about Welcome Creek and a weed problem, napweed problem?

Mr. NELSON. Yes I was, in the other statement. The Welcome Creek is right in a high potential leafy spurge area that we feel is spreading leafy spurge into our area. Yes we are. We are concerned about the spread of leafy spurge and napweed out of the wilderness areas. We feel that there will be no way to control those weeds in those areas after they are wilderness.

Senator MELCHER. You mentioned a study by the Montana Department of Natural Resources and Conservation. Was that the study last year?

Mr. NELSON. I believe it was. Yes it was.

Senator MELCHER. We'll try to get a copy of it.

Thank you all very much for your testimony.

Our next panel consists of Michael Scott of the Wilderness Society, Chris Deveny of the Helena Forest Conservation Coalition, Edward Lewis of the Greater Yellowstone Coalition, Chris Marchion of the Montana Wildlife Federation, Bud Moore of Condon, MT, and Ed Madej of the Montana chapter of the Sierra Club.

Michael, we'll start with you.

STATEMENT OF MICHAEL D. SCOTT, NORTHERN ROCKIES REGIONAL DIRECTOR, WILDERNESS SOCIETY

Mr. SCOTT. Thank you, Mr. Chairman. Mr. Chairman and members of the committee, my name is Michael Scott. I'm the Northern Rockies Regional Director of the Wilderness Society based in Bozeman, MT. I am pleased to be here today to testify on S. 1478 and H.R. 2090.

The Society appreciates the efforts of the delegation to secure an acceptable Montana wilderness bill. This morning I would like to give an overview of the conservationist's proposal.

Both of the bills before you today contain important areas, and each contain major shortfalls. We are here today to speak to the Montana conservationist's proposal. Much effort has been put into preparing it. I would like to point out that this time, Senator, the list that you read this morning that you indicated as areas of disagreement contain some of the most significant areas in the state, such as the Rocky Mountain Front, the Gallatin Range and the West Pioneers. In addition, we do have some proposed additions to areas that you've listed in the agreement column.

A coalition of 43 Montana organizations collectively known as the Montana Wildlands Coalition proposes the protection of 32 new areas as wilderness, and additions to eight existing wilderness areas. As an overview of our recommendations, we offer the following.

S. 1478 should be amended to include areas contained in the House-passed bill not found in the Senate bill, such as Nevada Mountain; add three additional areas, such as Swift and Needle Creeks; upgrade several proposed wilderness study areas to wilderness, such as Tenderfoot Deep Creek; make important boundary changes, such as including Crown Mountain in the Falls Creek/ Silver King area; and remove the provisions in S. 1478 deleting Bitter Creek as a BLM wilderness study area.

We looked carefully at the lands which comprise the 6.5 million acres of Montana's national forest roadless base. We took careful account of conflicts between timber minerals and motorized recreation interests.

For example, the conservationist's proposal would reduce the allowable sale quantity on Montana's national forest by just 3.5 percent. On the three largest timber producing forests, the Lolo, Kootenai and Flathead, which account for 80 percent of Montana's federally harvested timber, our proposal would effect only 1.8 percent of the ASQ.

Conservationist's were equally mindful of the needs of the minerals industry. Our proposal leaves over 18.5 million acres of Federal land open to mineral entry. Perhaps more importantly, we left out the bulk of the areas with the highest mineral potential. For instance, we have a signed agreement with a SARCO supporting a joint Scotchmans Peak wilderness. In addition, we excluded some 13,000 acres of the East Pioneers for minerals, and excluded the claims on the west side of Nevada Mountain.

Conservationist's addressed motorized recreation in a similar vein. Half of all snowmobiling in Montana takes place on private land. Of the half that occurs on public land, 80 percent is on groomed or marked trails. There are 2,635 miles of groomed or marked snowmobile trails in Montana. Only 63 miles in two areas are in our proposal. This is just 2.3 percent of the Montanan groomed or marked trails.

We then looked to off trail snowmobile areas, and removed virtually all of these areas from our proposal. Thus, the popular Frog Pond Basin on the southeast side of the Sapphires is excluded from our proposal. Likewise, the area around Hidden Lakes and Gallatin Range, the family snowmobile area, is not proposed for wilderness.

Motor bike use is also accommodated in our proposal. Our proposal will leave some 6,500 miles of trails open to ORV use. In addition, the bulk of the 23,000 miles of national forest roads are open to ORV use. Wilderness designation will protect what has become a burgeoning industry for Montana, tourism and recreation. Protecting and preserving Montana's natural environment is an essential element of developing its economic potential.

While in recent years many jobs in the extractive industries have been lost, the recreation sector has grown. Montana's extractive natural resource industries—timber, oil and gas, and mining—face an uncertain future directed by global events and changing economic conditions.

Tourism is less directly tied to the factors beyond the control of Montanans than the state's traditional commodity industries. Wilderness is an integral part of the recreation industry and provides the very basic resources upon which the industry depends.

In conclusion, I would say our proposal calls for modest changes to S. 1478. In the additions proposed, wilderness values predominate. Their designation will not result in any significant dislocations to the timber, minerals, or ORV communities, but will benefit the burgeoning recreation industry.

Thank you, Mr. Chairman, for the opportunity to provide some testimony this morning. I'd be happy to answer any questions.

[The prepared statement of Mr. Scott follows:]

THE WILDERNESS SOCIETY

TESTIMONY OF MICHAEL D. SCOTT BEFORE THE SENATE ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS ON S. 1478 AND H.R. 2090, MARCH 21 AND 22, 1988.

Mr. Chairman, members of the Committee, my name is Michael Scott. I am the Northern Rockies Regional Director of The Wilderness Society based in Bozeman, Montana. I am pleased to be here to testify on S. 1478 (Baucus) and H.R. 2090 (Williams), bills to create wilderness in the national forests of Montana. The Wilderness Society is a 53 year old national conservation organization with over 200,000 members nationwide. We, along with forty-three other Montana organizations, are members of the Montana Wildlands Coalition.

The Society appreciates the efforts of the delegation to secure an acceptable Montana wilderness bill. Senator Baucus, Senator Melcher, and Rep. Williams have put tremendous work into this process. This morning, I would like to give an overview of the conservationist proposal. Both of the bills before you today contains some important areas and each contains major shortfalls. We are here to speak for the Montana Conservationist proposal. Much effort has been put into preparing it. The proposal is balanced and takes into account many interests. Conservation witnesses over the next two days will explain what is good about each bill and what improvements are necessary.

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(406) 586-1600

The Conservationist Proposal

A coalition of 43 Montana organizations, collectively known as the Montana Wildlands Coalition, proposes the protection of 32 new areas as wilderness and additions to eight existing Wilderness areas. Members of the Coalition have spent over 10 years developing this proposal. We looked carefully at the lands which comprise the 6.5 million acres of Montana's national forest roadless base. Our proposal calls for protection of the areas with the very highest wilderness values, some 2.8 million acres - less than half of the roadless base. Rather than asking that all 6.5 million suitable acres be protected as wilderness, we proposed a compromise - save the best for wilderness.

We took careful account of conflicts between timber, minerals, and motorized recreation interests. The conservationist proposal, according to Forest Service figures, would reduce the Allowable Sale Quantity on Montana's national forests by approximately 3.5%, or 19 million board feet (MMBF) of the 559 MMBF total. On the three largest timber producing forests - the Lolo, Kootenai, and Flathead - which account for 80% of Montana's federally harvested timber, our proposal would effect only 1.8% of the Allowable Sale Quantity. Put in the context of total timber harvested on federal, state, and private lands in Montana, the conservationist wilderness proposal would reduce the sale quantity by 1.9%, an insignificant amount. I have a copy of our timber analysis here for the record.

Conservationists were equally heedful of the needs of the minerals industry. There are approximately 27 million acres of federal land in Montana. 1.4 million is in national parks and another million in wildlife refuges. 3.4 million is existing wilderness. Our proposal would remove another 2.8 million from mineral entry, leaving over 18.5 million acres open to mineral entry. The conservationist wilderness additions would only reduce the federal land available for mineral entry by only 15%. Including private lands available for mineral entry our additions would remove 3% of Montana's land base from mineral development.

Perhaps more importantly, we left out the bulk of the areas with the highest mineral potential. For instance, we have a signed agreement with ASARCO supporting a joint Scotchmans Peak wilderness which recognizes their mineral interests and our wilderness interests. The boundaries of this agreement are still not recognized in any bill. In addition we excluded some 13,000 acres of the East Pioneers for minerals identified by Chevron, and, excluded the claims on the west side of Nevada Mountain.

Conservationist's addressed motorized recreation in a similar vein. We recognized the popularity of snowmobiling to Montanans. According to the Montana Department of Fish, Wildlife and Parks half of all snowmobiling in Montana takes place on private land. Of the half that occurs on public land, some 80% is on groomed or marked trails. Therefore, we paid close attention to places where groomed or marked trails exist. Of the 2635 miles of groomed or marked snowmobile trails in Montana, only 63 miles in two areas are in our proposal. This is just 2.3% of Montana's groomed or marked trails. We then looked to the 10%, or 3,000 snowmobilers, that use off-trail areas. We removed virtually all of these areas from our proposal, except for those few that were absolutely in conflict with areas of exceptional wilderness value. Thus, the popular Frog Pond Basin on the southeast side of the Sapphires is excluded from our proposal. Likewise, the area around Hidden Lakes in the Gallatin Range, a family snowmobile area in not proposed for wilderness.

Motorbike use and All Terrain Vehicle (ATV) use is also accommodated in our proposal. Our proposal will leave some 6,500 miles of trails open to ORV use. In addition the bulk of the 23,100 miles of national forests roads are open to ORV use. The conservationist proposal clearly minimizes conflict with other uses while protecting traditional hunting, fishing, and hiking uses in the best of Montana's wild places.

Wilderness is Good Business for Montana

Wilderness designation will also protect what has become a burgeoning industry for Montana, tourism and recreation. Montana is fortunate. It has natural beauty, abundant wildlife, remoteness, and wild lands - scarce resources that many other states lack. The image of Montana is one of natural grandeur, wildness and remoteness . Protecting and preserving Montana's natural environment is an essential element of developing its economic potential. Evidence that wilderness is good business can be found in the recently adopted tourism slogan for Montana - "unspoiled, unforgetable".

The recreation and tourism industry is becoming an increasingly important sector of Montana's economy. In 1986, an estimated 2.77 million nonresident visitors spent $475 million in Montana. This is an increase from the $390 million spent in 1979 by an estimated 2 million nonresident visitors . While the demand for many of Montana's extractive resource commodities has declined, the demand for our wilderness, blue ribbon trout streams, magnificent scenery, and rich wildlife has increased.

Montanans value the state's amenity resources as well. At least $850 million was directly spent in our state last year as a result of our wildlife, rivers, mountains and valleys.

Outfitting alone was responsible for $34 million in direct spending in 1986. Add to this the indirect expenditures (hotels, processing, taxidermy) and the multiplier effect of dollars being passed through the economy, and outfitting's economic impact last year amounted to over $86 million. Outfitters depend on large, vast expanses of wild lands for their livelihood. Dude ranches rely on wilderness as well to provide visitors an opportunity to experience the land in its untouched state.

While, in recent years, many jobs in the extractive industries have been lost, the recreation sector has grown. The number of jobs in the tourist industry increased 15% between 1979 and 1983, and the industry has showed continued strength. In 1984, 7.8% of all jobs in Montana were generated by travel and tourism. The private service sector which includes recreation, lodging, and food services showed the strongest growth of any Montana industry in the first six months of 1986. The number of self-employed is up - 1 in 4 jobs are in self employment. This includes small businesses such as outfitting, guiding, dude ranches, and lodging and restaurant ownership. Small businesses can be more flexible in responding to economic changes than large corporations, and profits remain in the state rather than being channelled out of state.

Our National Forests' noncommodity resources support many of these recreation based jobs. For example, in six of the National Forests in the Greater Yellowstone Region, recreation is responsible for 2/3 of the jobs resulting from all forest-related activities.

On the Lewis and Clark National Forest, the Forest Service estimates that commodity production will result in 125 jobs while recreation will result in over 3 times that number.
Approximately one quarter of Glacier County's total employment is concentrated in travel related businesses. Adjacent to well known wilderness areas as the Bob Marshall, Great Bear and Scapegoat, as well as Glacier National Park, tourism and recreation are significant factors in the Kalispell region's economy.

People often make substantial financial sacrifices (such as lower personal income) to live close to wilderness because wild lands contribute to the character and well-being of communities.

A recent study by the University of Idaho confirms this by pointing out that counties with wilderness in them are among the fastest growing in the country even though per capita income is less than in cities.

Montana's extractive natural resource industries, timber, oil and gas, and mining, face an uncertain future directed by global events and changing economic conditions. Technological advance, increasing productivity, and new substitutes for natural resource commodities will influence the number of jobs these industries can provide to Montanans as well as income generated for the state.

Tourism and the state's recreation industry are less directly tied to factors beyond the control of Montanans than the state's traditional commodity industries. Employment tends to be more stable, and new jobs are created as demand for recreational opportunities increases. Money is brought in from out of state, and these expenditures in turn generate more income for Montanans.

Wilderness is an integral part of the recreation industry and provides the very basic resources upon which the industry depends - quiet open spaces, dramatic scenery, sparkling streams and rich and varied wildlife. Montana's finite supply of untouched wildlands is the state's real comparative advantage. More economic benefits will be provided by preserving our natural environment than by other alternative uses of these wild lands.

The preservation of Montana's wild lands and the protection of its natural riches is imperative to the state's economic wellbeing. In the words of Montana's Department of Commerce...

> "...Montana has space, wild places and clean air, which may in the long run prove to be some of its greatest assets."

Improvements to S. 1478 and H.R. 2090

We recommend that S. 1478 be amended to:

- include areas contained in H.R. 2090 not found in S. 1478;
- add three additional areas;
- upgrade several proposed wilderness study areas to wilderness, and;
- remove the provision deleting Bitter Creek as a BLM Wilderness Study Area.

I. Areas and Boundaries in H.R. 2090 Which Should Be Added to S. 1478

H.R. 2090 (Williams) passed the House of Representatives last October. It contains a number of important areas not in S 1478 which we support for addition.

- **Nevada Mountain** - Part of the Helena National Forest's "elk triangle", Nevada Mountain is the largest roadless area on the Forest. Straddling the Continental Divide it is easily accessible to Helena and boasts some of the best elk hunting in the Forest.

- **Quigg Peak** - Quigg Peak is a part of the "string of pearls" which link the Welcome Creek Wilderness to the Anaconda-

Pintlar wilderness. Quigg Peak contains excellent habitat for elk and bighorn sheep, protects the watershed of the blue ribbon Rock Creek, and is recommended for wilderness by the Forest Service. However, the 11,000 acre Ranch Creek part of Quigg Peak was omitted from H.R. 2090 and should be added as a part of the proposal in S. 1478.

- **Fairview Plateau** - H.R. 2090 included the Fairview Plateau as part of Renshaw Mountain on the Rocky Mountain Front. It should be added to the Renshaw Mountain proposal in S. 1478 because it contains vital winter and spring ranges for elk and bighorn sheep herds of the Bob Marshall Wilderness, as well as undisturbed lambing areas for bighorn and spring range for grizzly bear. This is the very best habitat in Renshaw Mountain for the wildlife of the Bob Marshall.

- **Cottonwood Lake** - This area is included in the Little Blackfoot Meadow wilderness proposal in H.R. 2090 as a National Recreation Area. We urge that it be added to S. 1478 but as wilderness. As the only lake within the popular Little Blackfoot Meadows wilderness proposal, Cottonwood Lake is essential to maintaining traditional recreational uses, such as hiking, horseback riding, hunting and fishing.

- **Crazy Mountains** - H.R. 2090 and S. 1478 designate the Crazy Mountains as a Land Consolidation Study Area because of mixed ownership. H.R. 2090's boundary along Cottonwood Creek should be included in S. 1478. In addition the Big Timber and

Upper Shields access points should have their boundaries adjusted to protect them from clear-cutting.

- **Tobacco Roots** - H.R. 2090 designates 6,500 acres of the Tobacco Roots wilderness. this rugged range is visible from much of southwestern Montana. Of this rugged 96,000 acre roadless area, we recommend 18,000 be designated wilderness. There would be no impact to mining, ORV use, or timber harvest under our proposal.

- **Absaroka-Beartooth Wilderness Additions** - H.R. 2090 recognizes the importance of protecting the visually significant flanks of the Absaroka-Beartooth Wilderness by including Dexter Point as a land consolidation study area because of checkerboard ownership. In addition to Dexter Point we recommend adding other visually significant areas, specifically tie Creek and Mount Rae.

II. Other Additions to S. 1478

Three areas not in H.R. 2090 or S. 1478 should be added to S. 1478. They are:

- **Line Creek Plateau** - this 20,000 acre area is sandwiched between the Absaroka-Beartooth Wilderness and the North Absaroka Wilderness in Wyoming. This unique alpine grassland contains 20 uncommon or rare plants, and provides the visual backdrop for tourists along the Beartooth Highway.

- **Sheep Mountain** - Along the Montana-Idaho border, this spectacular 30,000 acre area contains several lakes with excellent fishing and important wildlife habitat.

-Swift and Needle Creeks - These two small (1800 acres) additions to the Anaconda-Pintlar Wilderness are recommended by the Forest Service as wilderness.

III. Important Boundary Changes to Areas in S. 1478

Several areas contained in S 1478 have boundaries which need to be adjusted to better protect the wilderness resource.

Rocky Mountain Front

- **Silver King-Falls Creek** - Boundaries should be moved south approximately two miles to protect the ancient Native American "Buffalo Road" described in Lewis and Clark's report to President Jefferson. Boundaries should also be moved north to protect eight popular hiking and horsepacking trails from Elk Pass to the Ford Creek Ranch.

- **Renshaw Mountain** - see Fairview Plateau under Section II.

- **Teton River** - Boundaries should be moved down one to two miles to protect popular hiking and horsepacking trails in the spectacular Teton River-High Peaks area.

- **Old Man of the Hills** - Boundaries should be moved north and east from Volcano Reef to allow unrestricted game travel to the Boone and Crockett Club's "Teddy Roosevelt Ranch".

-Hall Creek - Boundaries of the proposed study area for the Badger-Two Medicine need to be expanded to include the Hall Creek drainage adjacent to Glacier National Park.

Other Areas

- **Lionhead** - Watkins Creek is left out of S. 1478 because of alleged snowmobile conflicts. Yet the proposal for the Idaho portion of Lionhead, contained in the Idaho wilderness bill, closes upper Watkins Creek to protect wintering bighorn sheep. The Montana portion of Watkins Creek should also be included.

- **Sapphires** - Boundaries should be expanded north to Skalkaho Pass to retain the existing chain of unbroken wild lands surrounding the alpine trail along the Sapphires Crest.

- **Little Blackfoot Meadows** - Boundaries should also be extended east to protect popular hiking and horsepacking trails along the Continental Divide near Bison Mountain.

- **Northern Swan** - In order to provide continuous protection along the popular Swan alpine trail, boundaries should be extended north to Columbia Mountain.

- **Scotchman's** - The boundaries in H.R. 2090 should be adopted, with the addition of Blacktail Creek which contains elk winter range.

- **Thompson-Seton** - In order to protect a vital old growth forest corridor to Glacier National Park, and critical bull trout spawning areas, boundaries must be extended to include the north slopes of Akinkoka Mountain.

- **Limestone Caves** - The boundaries of the Bob Marshall Wilderness should be expanded to include Lost Jack and Spotted Bear River-Dean Ridge to protect elk and grizzly bear habitat as well as two popular access points.

IV. Areas whose status should be upgraded

S. 1478 proposes a number of areas as study areas. The following study areas should be upgraded to wilderness:

- **Tenderfoot-Deep Creek** - Tenderfoot-Deep Creek borders the eastern side of the Smith River. Important habitat for elk and door, the 93,000 acre area also protects a vital part of the Smith River watershed, an internationally renowned blue ribbon trout fishery. It also provides needed diversity to the wilderness system because of its lower elevation rolling terrain.

- **Gallatin Range** - The Gallatin Range is a wild, rugged 200,000 acre area running north from Yellowstone National Park's northwest flank. It is home to the grizzly bear, provides winter range for a large portion of the northern Yellowstone elk her, and is a spectacular recreation resource. Senator Baucus' bill designates the Gallatin Range a Land Consolidation Study area. As the designation implies, his principal concern here is checkerboard ownership with Burlington-Northern. The land ownership issue should not be an obstacle to designating the Range as wilderness. Wilderness designation would provide additional incentive to resolving the land ownership question quickly.

- **Trout Creek** - Trout Creek is a 32,700 acre island of exceptional wildlife habitat including the best elk calving grounds in northwest Montana. Legislation proposed in 1984 included a core of wilderness here.

- **Blue Joint** - This proposed addition to the Frank Church-River of No Return Wilderness contains excellent elk habitat and only sub-marginal timber.

- **Big Snowies** - This unique island range rises 5,000 feet above the surrounding prairie of central Montana. There are few known conflicts. Providing wilderness protection for the entire area will give central Montana a nearby and important wilderness.

- **Middle Fork-Judith** - The rugged terrain of the Middle Fork includes deeply incised, multi-hued limestone canyons, excellent fishing, hunting, hiking, horse travel and wildlife viewing. It is home to one of the two largest elk herds of central Montana as well as numerous mammals and raptors.

V. Release of Bitter Creek BLM Wilderness Study Area

We strongly urge that S. 1478 not contain any provisions to release the Bitter Creek Wilderness Study Area or any other BLM Wilderness Study Area. BLM is in the midst of its wilderness review in Montana with Environmental Impact Statements covering many of the WSA's in the State due out over the next 12 months. It is premature to conclude that an area such as Bitter Creek should be released without having all studies completed and put into a statewide perspective.

We are unaware of any hardship imposed by wilderness study status on these public lands. Therefore, we strongly urge that the BLM study process be allowed to proceed by keeping Bitter Creek a Wilderness Study Area.

Senator MELCHER. Chris Deveny.

STATEMENT OF CHRISTINE DEVENY, HELENA FOREST CONSERVATION COALITION

Ms. DEVENY. Senator Melcher, Senator Baucus, members of the committee, my name is Christine Deveny. Originally from eastern Montana, I now reside in Helena. I am here today to represent the Helena Forest Conservation Coalition. Our volunteer coalition is comprised of 15 Helena area groups, with a membership of over 1,500.

We are pleased to have the opportunity to provide the following comments on both bills as they relate to specific areas on the Helena Forest.

The first area I would like to discuss is Nevada Mountain. HFCC was pleased that Representative Williams' bill was amended to include the Nevada Mountain as wilderness. While we were disappointed that none of the area was included in S. 1478, we now understand that there is no opposition to wilderness designation for this area in the Senate, and we appreciate the recognition of this area as quality wilderness.

For the past 6 years, we have worked hard to resolve every apparent conflict for wilderness designation of this area. This has included modifying the boundary of our proposal to exclude all competing uses. The remaining acres now contain the most rugged high elevation country, which includes about 13 miles of the Continental Divide and all major elk migration routes.

We continue to urge that S. 1478 be amended to include Nevada Mountain as wilderness. We would also like to submit into the hearing record a petition signed by nearly a thousand Montanans supporting wilderness designation for all of the Nevada Mountain area.

Next I'd like to address the Cottonwood Lake portion of the Electric Peak area. We appreciate that Electric Peak is included as wilderness in both bills, but we're very concerned that only 19,000 of its 46,000 acres are designated as wilderness. Our major concern is the deletion of the fragile wetland and wildlife haven of Cottonwood Lake and its entire drainage.

As the only lake in the roadless area, it receives an extraordinary amount of recreational use. The lake forms the headwaters of the cleanest tributary of the severely impacted Boulder River. Big game outfitting is important business at Cottonwood Lake, with the renewable income generated by just one outfitter being $50,000 a year.

The inclusion of Cottonwood Lake as wilderness would not jeopardize snowmobiling opportunities in the area, as nearly all public lands surrounding this small area are available for snowmobile use.

We ask that both bills be amended to include Cottonwood Lake as part of the Electric Peak wilderness.

HFCC is encouraged that the wilderness and education values of the Black Mountain area have been formally recognized in both bills. We are pleased that they both recognize the important habitat for elk, moose, and deer in the Black Hall Meadows, and the 10-

mile creek watershed which also supplies Helena with drinking water.

We urge continued support of this very popular and fragile unique area in the backyard of Montana's capitol city. We appreciate the entire areas of Mount Baldy, Camas Creek and the additions to the Gates of the Mountains as they have been included as wilderness in both bills, along with the designation of the 160,000 acres of the Elk Horn Range as wildlife management areas.

While this concludes the testimony of the Helena Forest Conservation Coalition, I would like to quickly discuss on behalf of the Montana Wildlands Coalition another important area that deserves consideration for wilderness designation.

That area, previously mentioned by Senator Baucus, is Cube Iron/Silcox, located in the Cabinet Mountains adjacent to the community of Thompson Falls. Senator Baucus recognized the incredible wilderness resource of this roadless area and included it in S. 1478, but it was not included in H.R. 2090.

Opposition to wilderness designation is not well founded. Slight concerns about potential mineral and timber values have hampered progress. The carefully weighed boundary adjustments made by Senator Baucus in S. 1478 have addressed these concerns.

In our written testimony, we discuss the ungrounded concerns about mineral values and timber supplies, as well as the reasons why this diverse and fragile area deserves to be designated as wilderness. Please take a close look at this wild country that lies surrounded by clear cuts and roads, and take action to protect it as wilderness.

Thank you for the opportunity to testify on behalf of HFCC and the Montana Wildlands Coalition.

[The prepared statement of Ms. Deveny follows:]

TESTIMONY OF THE HELENA FOREST CONSERVATION COALITION

regarding

HR2090 and S1478

Presented to the

Subcommittee on National Parks, Forests, and Public Lands

of the

Senate Energy and Natural Resources Committee

March 21, 1988

HELENA FOREST CONSERVATION COALITION:

Helena Outdoor Club
Elkhorn Citizens Organization
Upper Missouri Group-Sierra Club
Missouri River Chapter-Trout Unlimited
Nevada Creek Concerned Citizens
Last Chance Audubon Society
People Against Stumps at Stemple
Black Mountain Wildlife Association
Lewis and Clark Archers of Helena
Prickly Pear Sportsman Association
Broadwater County Citizens for Wilderness
Friends of Mount Helena, Inc.
Strawberry Butte Concerned Citizens for Wilderness
Licensed Guide and Outfitter, Jack Schilla
Concerned Residents of Elliston

HELENA FOREST CONSERVATION COALITION
P.O. BOX 1257 • HELENA, MT 59624

The Helena Forest Conservation Coalition (HFCC) is comprised of 15 Helena-area conservation groups which have a combined membership of over 1500 local forest users. Our volunteer organization is dedicated to the wise use and protection of the forest's natural resources during the past seven years we have been actively involved in the forest planning process, and in supporting wilderness designation for six out of 23 roadless areas on the Helena Forest. Our proposal amounts to only about **1/3 of the remaining 400,000 roadless acres** on the one million acre Forest.

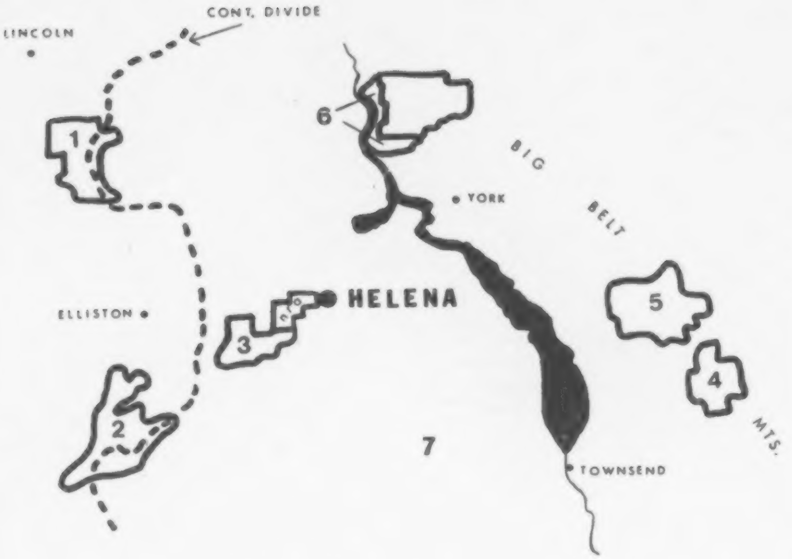
These areas were carefully selected based upon their outstanding wildlife, watershed, non-motorized recreation and scenic values. All are utilized extensively by day hikers, cross-country skiers, horseback riders, backpackers, hunters, and anglers. Ranging in elevation from the 4,000-foot streambottoms in the Black Mountain area to the 9,500-foot peaks of Mount Edith and Mount Baldy, our proposal includes every possible land-type on the Forest.

The distribution of our six "mini wildernesses" maximizes their value as vital security areas for elk, bighorn sheep, mountain goats, and other wildlife which need solitude from the ever encroaching network of roads on the Forest. Their size and close proximity to Helena would enable Helenans of all ages to experience a wide variety of wilderness types within easy driving distance from the city. The outfitting and guiding business that they support contributes renewable and sustainable income to the Helena area.

HFCC is pleased to have the opportunity to provide the following comments on HR2090 and S1478 as they relate to specific areas on the Helena Forest:

HELENA CONSERVATIONISTS' WILDERNESS PROPOSAL

-- LOCATOR MAP --


CONT. DIVIDE
LINCOLN
1
6
BIG
YORK
BELT
HELENA
ELLISTON
3
5
4
2
MTS.
7
TOWNSEND

1) Nevada Mountain
2) Electric Peak
3) Black Mountain
4) Mount Baldy
5) Camas Creek
6) Additions to Gates of the Mountains
7) Elkhorn Mountains

1. Nevada Mountain

The Nevada Mountain Roadless Area lies between Helena and Lincoln along some 15 miles of the major spine of the Continental Divide. The area's namesake, Nevada Mountain, and its sister, Black Mountain, each tower over 8,000 feet in the southern portion of the roadless area and are some of the more prominent geographical features. The area also includes the major divide between Nevada and Poorman creeks, the site of the historic Gould-Helmville wagontrail. Numerous scenic rocky cirques and a 2,200-acre forest fire burn that provides excellent wildlife forage, characterize the south and east boundaries of the area. The portion on the west slope of the divide consists of densely covered, steep-sided finger ridges laced with numerous parks on the south-facing slopes which provide ideal big game habitat.

Up to 1,000 elk and nearly as many mule and whitetail deer utilize the area for security during summer and fall. The Beartrap Burn, the windblown Continental Divide and lower elevation southern exposures provide winter range for some of the deer and elk. Black bear, wolverine, cougar, and blue and ruffed grouse are also permanent residents. Wilderness quality hunting is readily provided to hundreds of visitors each year.

The HFCC was pleased that Representative Williams bill (HR2090) was amended to include the Nevada Mountain Roadless Area as Wilderness. At the same time we were very disappointed that none of the Nevada Mountain Roadless Area was protected as wilderness in Senator Baucus's bill (S1478).

For the past six years the HFCC, and particularly its affiliate group the Nevada Creek Concerned Sportsmen, have worked hard to resolve every apparent conflict for wilderness designation of the area. This has included modifying the boundary of our proposal to exclude all competing uses of the area. Extensive research of geological data has confirmed that the oil and gas potential of the area is low. Mining potential is low to moderate, but every effort has been made to exclude active and patented claims.

Timber conflicts have hopefully been resolved after meeting with local timber industry representatives. After these meetings, the HFCC agreed to reduce our wilderness proposal by nearly 20,000 acres. The remaining 32,000 acres contain the most rugged, high-elevation country, about 13 miles of the Continental Divide and all major migration routes for the area's thriving elk population. (Please see the attached map that displays this proposed compromise boundary note that the eastern boundary is exactly one mile downslope from the crest of the Continental Divide.)

The only opposition that remains to the HFCC's compromise proposal is from the Montana Snowmobile Association. But, we contend that this opposition has occurred largely because the representative of this association is not familiar with the exact location of the Nevada Mountain Roadless Area. Nor is he familiar with the rugged topography of the area.

In testimony presented at Representative Williams' Wilderness Forum in Helena on June 6, 1987, the Montana Snowmobile Association representative stated that "there were probably one hundred snowmobiles within the Nevada Mountain Roadless Area during the Governor's Cup Dog Sled Race." This statement is highly inaccurate since examination of the official race map reveals that none of the race route is in the roadless area, and that only about two miles of the race is located on a road that forms the southern-most boundary of our proposal.

The Montana Snowmobile Association has also distributed hand-drawn maps delineating where they would like to establish future snowmobile trails through the area. These were drawn on a standard U.S. Forest Service map. When these "trails" are superimposed onto USGS topographic maps, the fallacy of the snowmobile proposal becomes clear--steep canyons and ridges would have to be crossed, in some places involving as much as 2,000 feet of vertical relief in less than half a mile through dense stands of "dog hair" lodgepole and subalpine fir. Even hikers would be hard pressed in summer to follow the route of these proposed trails.

The HFCC also contends that use of the continental divide as a snowmobile corridor is not possible. Many portions of this rugged and steep ridge become windblown during winter. Cross-country skiers and snowshoers in many places have to carefully pick their way through dense wind-blown thickets just off of the crest of the divide when traveling through this area. This kind of bushwhacking is, of course, not possible while riding a snowmobile. Similar, impassable conditions occur along portions of the Gould-Helmville Trail, which is the divide between Poorman Creek and Nevada Creek.

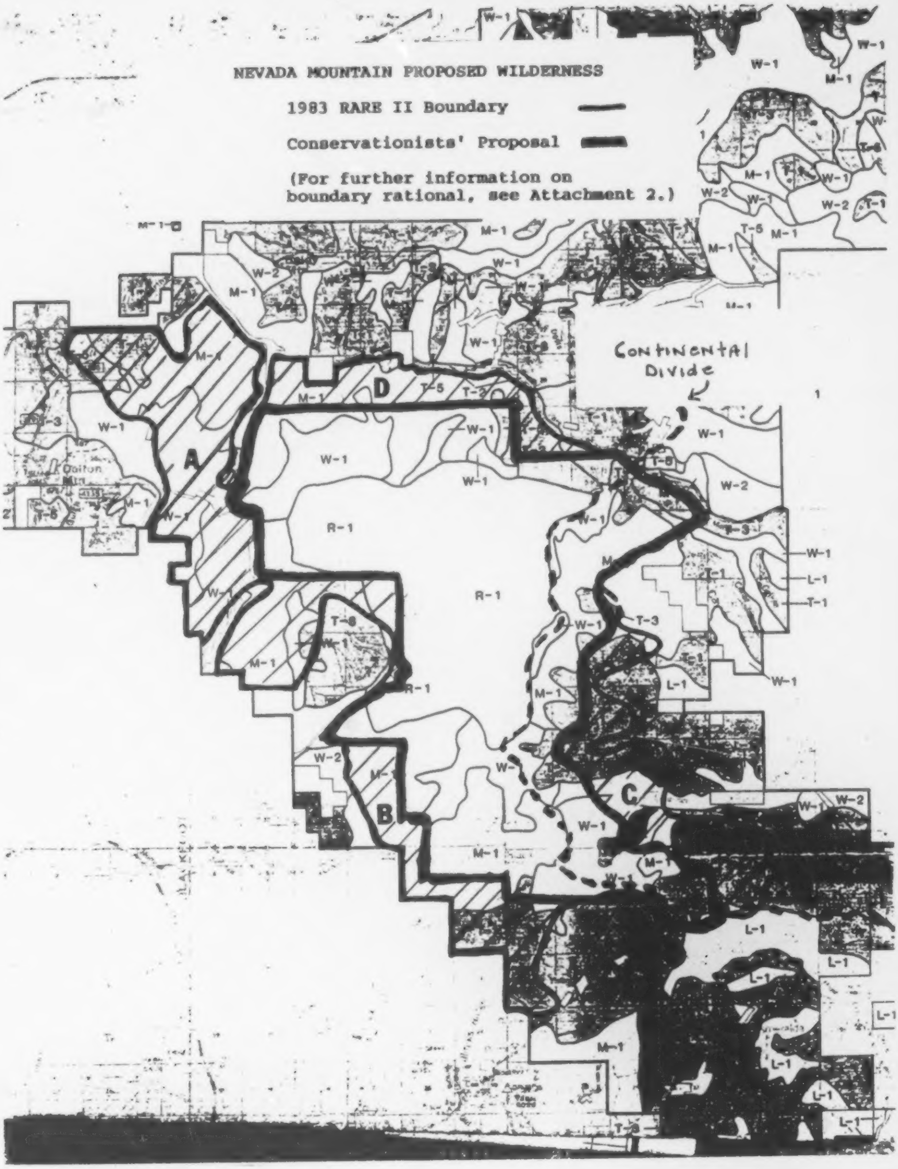
The fact that the Montana Snowmobile Association did not appeal the final Helena Forest Plan, which under management prescription R-1 excludes snowmobile use from the core of the Nevada Mountain Roadless Area, also would seem to weaken their present opposition to wilderness designation for the area. Under the current Helena Forest Plan snowmobile use of the core of the area is clearly illegal. The Association's representative has been actively involved in the Helena forest planning process. The fact that the Association began to raise concerns about the Nevada Mountain area only after a compromise boundary agreement with timber was close to being achieved by the HFCC (in February 1987) makes their present objections very suspicious.

Finally, there are ample areas on National Forest land between Helena and Lincoln that are open to snowmobile use. The Dalton Mountain Road and roads to the south of our wilderness proposal are often used for snowmobile travel between these towns. Stemple Pass-Granite Butte-Poorman Creek route is commonly used, as is the Marsh Creek Road. Numerous groomed trails are available just north of Lincoln. All of these areas are outside of the HFCC compromise boundary.

It was after HFCC presented the above testimony on Snowmobile use in the Nevada Mountain Roadless Area to the House Subcommitte on National Parks and Public Lands last June that Representative Williams and other members of the committee agreed to recommend Wilderness designation for Nevada Mountain. We hope that you also will agree that Nevada Mountain is deserving of Wilderness status, and we urge you to amend S1478 to include, as a minimum, the 32,000-acre compromise boundary as delineated on the attached map.

We have also submitted into the hearing record a petition signed by nearly 1,000 people from throughout Montana who are in support of wilderness designation for all of the Nevada Mountain Roadless Area.

For additional information on the wilderness values of the Nevada Mountain Area, please refer to the attached affidavit by Gary Ingman of the Nevada Creek Concerned Sportsmen (Attachment 1). Also refer to (Attachment 2) the letter from HFCC to Jerry Parker of the Pyramid Lumber Company for additional clarification of the timber/conservation compromise boundary discussions.


NEVADA MOUNTAIN PROPOSED WILDERNESS
1983 RARE II Boundary
Conservationists' Proposal
(For further information on boundary rational, see Attachment 2.)
Continental Divide
A
B
C
D
R-1
W-1
W-2
M-1
T-1
T-3
T-5
T-6
L-1
Dalton Mtn

2. Electric Peak

The Electric Peak Roadless Area is located approximately 30 air miles SW of Helena and 25 air miles north of Butte. Nearly 13 miles of the Continental Divide are within its borders. Electric Peak, Thunderbolt and Bison mountains tower to elevations over 8,000 feet along this natural watershed boundary that divides the Continent. On the Columbia River side of the Divide, numerous small streams, springs and groundwater seeps join together to form the fragile and beautiful Blackfoot Meadows, "land of 1,000 beaver ponds." On the Missouri River side, Cottonwood Lake is the most prominent landmark, nestled at the base of an alpine meadow that stretches for nearly a mile towards the rugged slopes of Electric Peak. Here anglers can enjoy walk-in fishing for cutthroat and brown trout.

Deer, black bear, and several hundred elk extensively use the Electric Peak Roadless Area for summer range, some winter range and as escape cover from the expanding road network that accesses virtually all of the national forest lands that surround this area. Grizzly bear also occasionally use this country.

We appreciate the fact that the Electric Peak Roadless Area is included as wilderness in both HR2090 and S1478, but we are very disappointed and concerned about the proposed wilderness boundary and the reduction of its size from the 1984 wilderness bill proposal. This earlier proposal and Governor Schwinden's 1984 proposal both called for establishment of a 30,700 acre wilderness. Only 19,000 acres of wilderness are proposed in HR2090 and S1478. In light of this, we offer the following comments:

A. HFCC's major concern is the deletion of Cottonwood Lake and its entire drainage on the Deer Lodge Forest portion of the area, and the eastern portion of the Continental Divide toward Bison Mountain (see area "A" on attached map). Cottonwood Lake is the only lake in the roadless area. The entire area receives an extraordinary amount of recreational use including hikers, anglers, and hunters, and is critical wildlife habitat. Large clearcuts surround this portion of the roadless area. Without the protection provided by wilderness, the pristine watershed of Cottonwood Lake and its drainage, Thunderbolt Creek, will be degraded. Thunderbolt Creek is the cleanest and clearest tributary of the Boulder River, since nearly all other streams in the basin have been impacted by logging, mining or road building activities.

The Cottonwood Lake drainage contains numerous springs and fragile wetlands and provides vital big game security areas as well as critical forage and calving sites. Big game outfitting is important business in the area surrounding Cottonwood Lake. The renewable income generated by just one of the outfitters that uses the Deer Lodge Forest portion of the Electric Peak Roadless

Area is $50,000 per year. (See Attachment 3, a letter from outfitter Jack Schilla to Representative Pat Williams.)

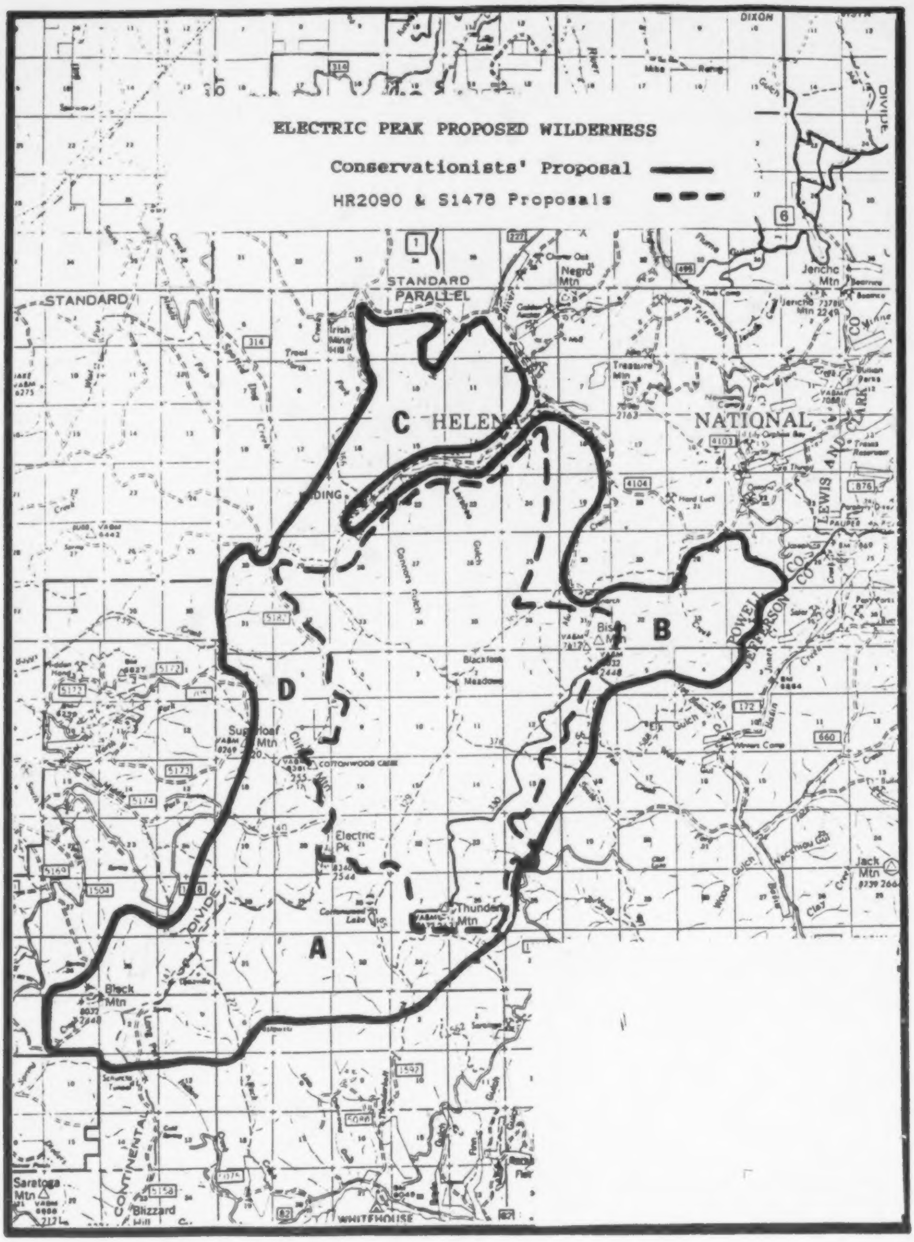
Representative Williams has stated that the only reason Cottonwood Lake was left out of HR2090 is because of snowmobile use in the area (Helena Independent Record, June 14, 1987). The HFCC submits that claims by the representative of the Montana Snowmobile Association about snowmobile use in the area are exaggerated, that actual use is minimal, and is not typically of a kind conducted by family groups.

The inclusion of Cottonwood Lake as wilderness certainly would not jeopardize the snowmobiling opportunities in the area, as virtually all National Forest lands surrounding this small roadless area is available for snowmobile use. The Cottonwood Lake drainage is an area truly deserving of wilderness protection, and we ask that HR2090 and S1478 be amended to include Cottonwood Lake and its drainage as wilderness.

B. On the eastern edge of the roadless area, we are concerned about the deletion of the Monarch Creek drainage and the "peninsula" of wildland extending east of Bison Mountain. (See area "B" on attached map.) The Monarch Creek area contains portions of two trails (including their trailheads) that currently provide a loop hike from Kading Campground through the Little Blackfoot Meadows and down Larabee Gulch to the Kading Road. The "peninsula" to the east of Bison Mountain provides critical hiding cover for a large elk herd. We ask that both bills be amended to include the Monarch Creek drainage and the eastern edge of Bison Mountain.

C. The Electric Peak Roadless Area is a heavily used non-motorized family recreational area. We feel that the inclusion of the roadless lands north of the Kading Road as wilderness (area "C" on attached map) would substantially increase the opportunity for the young and elderly to enjoy a wilderness experience without having to hike long distances. We are also very concerned about the deletion of sections 20, 21, and 29, T8N R7W, which would eliminate roughly one and a half miles of the most heavily used trail into the Little Blackfoot Meadows. Presently, a deeply eroded jeep road crosses this area, but it is unusable by most vehicles and is a sediment source to the Little Blackfoot River. (For further argument about the wildlife value of the area, please see Attachment 4, the enclosed statement on Treasure Mountain and South Hat Proposed Timber Sales by Alden Beard of the Concerned Residents of Elliston.)

D. We concede that the area immediately around the old ghost town of Leadville may have some mineral values. However, we feel that the remainder of the southwest portion of the roadless area, particularly the land around Cliff and Sugarloaf Mountains and Electric Peak, has negligible timber values, while being of vital importance to local elk herds, and should be included as wilderness. (See area "D" on attached map.)


ELECTRIC PEAK PROPOSED WILDERNESS
Conservationists' Proposal
HR2090 & S1478 Proposals
A
B
C
D
HELENA
NATIONAL
STANDARD
STANDARD PARALLEL
Electric Pk
Thunderbolt Mtn
Sugarloaf Mtn
Black Mtn
Bison Mtn
Blackfoot Meadow
Negro Mtn
Treasure Mtn
Jericho Mtn
Jack Mtn
Saratoga Mtn
Blizzard Hill
WHITEHOUSE
CONTINENTAL DIVIDE
POWELL CO.
JEFFERSON CO.
LEWIS AND CLARK CO.
DIXON
DIVIDE

3. Black Mountain

Nestled in the shadow of the Continental Divide and within walking distance of Montana's Capitol City is the unique 13,000 acre Black Mountain Roadless Area. This area of rugged and steep valleys is home to a diverse wildlife population including elk, moose, bear, deer, mountain lion, and numerous small mammals and birds. It contains spectacular and important remnants of old growth forest, and forms the headwaters of a portion of the Helena municipal water supply. The area is used extensively by Helenans for hiking, hunting, photography, and as a haven of solitude from city life. Popular hiking access to the Black Mountain area is from Mount Helena City Park along a National Recreation Trail through a roadless corridor that both HR2090 and S1478 designate as a National Education and Recreation Area.

HFCC understands that HR2090 as amended and S1478 as introduced both include nearly the entire Black Mountain Roadless area as Wilderness. If our understanding is correct, we are very pleased that the area has been included, and wholeheartedly support this unique area in Helena's back yard as wilderness. Because the language in the bills regarding acreage, does not match the area designated as wilderness on the maps, we include the following testimony on areas that may have inadvertently left out of the legislation.

A. Significant portions of the Ten Mile Creek drainage that are within the roadless area are vital additions to the Black Mountain Wilderness. The City of Helena is in the process of spending nearly $10 million to upgrade its Ten Mile Creek Water Treatment System. This upgrading is necessary to remove high levels of sediment that are found in Ten Mile Creek and its tributaries. Protection of the portions of the Ten Mile Creek Watershed found within the Black Mountain Roadless Area is essential to prevent the need for and cost of additional treatment in the future. In a June 14, 1987, article in the Helena Independent Record, Helena mayor Russ Ritter, stated that if there is question about what development of the Black Mountain Roadless Area would do to the watershed, that he sides with protecting the area. Aquatic Ecologist Chris Hunter agrees. Regarding the Ten Mile Creek tributaries found in the Black Mountain Area he feels, "This high quality watershed can best be protected through wilderness designation." (See Attachment 5, a letter dated May 21, 1987 from Chris Hunter to Senator Baucus.)

While the watershed arguments for wilderness protection of this portion of the Black Mountain area are very strong, the wildlife arguments are just as significant. Moose, elk, mountain lion, deer and bear utilize this fragile watershed extensively. Then too, the addition of this area will provide a continuous wilderness quality corridor from Helena to the town of Rimini. HFCC asks that it be clarified that both bills include the Ten Mile Creek drainage as part of the Black Mountain Wilderness.

B. Another important haven for wildlife--the Black Hall Meadows Basin is also vital to the Black Mountain Wilderness. This is an area of fragile wetlands interspersed with the most scenic display of limestone spires in the roadless area. Black Hall Meadows provides vital big game forage and calving areas. It contains the most dense concentration of moose that can be found adjacent to Helena. Logging is now occurring at an accelerated pace in the Spruce Hills and Travis Creek areas just to the south of Black Hall Meadows, increasing the need for this area as vital big game hiding cover. Although a "hard money" (taxpayer- subsidized) road is planned for part of this area, few if any local residents support further development or motorized intrusions into this already small and fragile roadless area. Wildlife watershed and wilderness educational values far outweigh the minimal (4.0 mbf) of timber resources that would be removed from the area. The "hard money" road funds proposed for the Black Mountain Area would be better spent preserving the area's unique wilderness resources and developing trails and educational sites within the National Education and Recreation Area (NERA). HFCC asks that both bills be clarified to show inclusion of the Black Hall Meadows Basin as wilderness.

HFCC has a concern about the language in both bills concerning the proposed NERA. As presently written, the bills do not necessarily prohibit motorized use of the area. Motorized use is presently prohibited on Mount Helena City Park, and will of course not be allowed within the Black Mountain Wilderness Area. The NERA which is between the two is presently designated as "non-motorized" in the Helena National Forest Travel Plan. HFCC urges that HR2090 and S1478 both be amended to concur with this prescription by making it clear that no motorized use will allowed within the NERA.

4. Mount Baldy

Only 30 miles southeast of Helena, Mount Baldy and Mount Edith tower nearly 5,000 feet above the Missouri River Valley, stretching to elevations of over 9,400 feet. Their pointed, rock-crowned summits are known to catch the first snows of autumn and hold the last snowbanks of summer. To the north of the rugged ridge that connects their summits lies the spectacular Birch Creek Basin, a glacial cirque filled with over 12 gem-like lakes. Near the center of this basin "The Needles," a series of jagged limestone spires, rise above a fragile alpine meadow.

The Mount Baldy ridge provides a unique "above the timberline" hiking experience for local residents and the Birch Creek Basin is extensively used for walk-in fishing and hunting. Healthy populations of cutthroat, rainbow and brook trout inhabit the four largest lakes in the basin. Dense stands of small diameter lodgepole and limber pine provide irreplaceable security and escape cover for deer, black bear and elk. "The Needles" area is known for its heavy concentration of elk "wallows," and a thriving population of mountain goats inhabits the high ridges between Mount Baldy and Mount Edith.

Recognizing that Mount Baldy was unintentionally omitted from the proposed 1984 Wilderness Bill, we are pleased that it has been included in HR2090 and in S1478, as well as in Senator Melcher's 1986 Bill. We understand that the HR2090 as amended, and S1478 both include nearly all 16,500 acres of the roadless area as wilderness. If our understanding is correct, we fully support the legislation in both bills with regards to Mount Baldy.

Again, however, because the language in the bill discussing acreage for the area does not match the area designated as wilderness on the maps, we feel we must include the following testimony on those portions of the area that may have inadvertently been left out of the legislation.

A. Our major concern is the northern boundary area, which is a critical part of the roadless area. If this area is not included as wilderness over two miles of existing access trail will be excluded, and could be logged and roaded if managed as prescribed in the Forest Plan. This increasingly popular trail route into the proposed wilderness area provides the most panoramic view of the Birch Creek Basin and the Mount Baldy/Mount Edith Ridge.

Deletion of this 1500 acre area would allow motorized access up to the rim of the majestic cirque lying beneath the towering peaks of Mount Baldy and Mount Edith which could disturb the solitude of the entire Birch Creek Basin. **In 1984, a consensus for wilderness for the entire 16,500 acre area was reached among representatives of timber, oil and gas, mining, and conservationists.**

To our knowledge, regeneration of trees in this high elevation area has not be demonstrated to be very successful. One only needs to look at an existing clearcut near the trailhead at Gipsy Lake and nearby regeneration demonstration plots on the East Fork of Cabin Creek for compelling evidence. Since this is some of the highest elevation country on an already unproductive timber producing forest, we think preservation of wilderness solitude far outweighs any possible timber values. We ask that HR2090 and S1478 be clarified to include the entire northern portion of the roadless area.

B. The western sections of the roadless area (sections 18, 19, 20, 28, and 33), are used heavily for elk summer range, and for big game security. Please clarify that this important area is included within the wilderness boundary of both bills.

5. Camas Creek

The Camas Creek area is about 33 miles east of Helena and straddles the Big Belt Divide. Two main peaks, Boulder Mountain and Boulder Baldy, are nearly 9,000 feet in elevation. The area itself is a fascinating jumble of open parks, cliffs, rock slides, small streams, and steep-sided forested valleys and the jewel-like Boulder Lakes and upper and lower Camas Lakes. This area is home to a large elk herd, mule deer, grouse, black bear, and a variety of other wildlife. There is good trout fishing in the lakes, and people frequently sojourn in the lakes for fishing, hiking, and camping. Wilderness hunters use it heavily during the hunting season.

HFCC is happy to support the inclusion of the Camas Creek area in HR2090 and S1478, which both call for all 26,000 remaining roadless acres to be designated as wilderness. We would also like to support the proposed Flynn Ranch/Forest Service land exchange on the southwest edge of the roadless area. This exchange will protect and include critical elk winter range, and provide important public access into the area.

Camas Creek is an example of a roadless area that has been rapidly lost to development over the past seven years. In 1979 the area included 38,700 acres. By 1984, logging and roading reduced the size of the area to 29,510 acres. Few, if any, of the timber sales resulted in a net gain to the federal treasury. We appreciate the designation of the entire remaining 26,000-acre roadless area as wilderness.

6. Gates of the Mountains Wilderness Additions

The HFCC supports the inclusion of the Gates additions, and feel they will greatly enhance the wilderness attributes of the entire area.

7. Elkhorns

The HFCC is pleased that 160,000 acres of the Elkhorn Range are designated as a Wildlife Management Area in HR2090 and S1478. We do ask however, that the release language in S1478 be amended to match the language as written in the House-passed version of HR2090.

We hope you will find the information provided in this testimony, the maps, and the supplemental material, helpful and of interest. If we can provide you with further information, please don't hesitate to request it.

Thank you for the opportunity to testify on HR2090 and S1478.

Respectfully submitted by

Ken Knudson Christine Deveny

Ken Knudson and Christine Deveny
for the HFCC

ATTACHMENT 1

Affidavit of Gary Ingman, Spokesperson
Nevada Creek Concerned Sportsmen

I am a third generation Montanan and the spokesman for a group of some 70 individuals who call themselves the Nevada Creek Concerned Sportsmen (NCCS). Members of the group share the common goal of protecting the wild and undeveloped status of the 50,000 plus acre Nevada Mountain roadless area.

Like most NCCS members, I have spent countless hours in the area beginning at an early age, having been introduced to it by Marysville pioneer grandparents. During each of the past 10 years, I have spent no less than thirty days hiking within the roadless area boundary. The combined experience of NCCS members make our group an authority on the qualities and features of this region.

NCCS organized in fall 1981 in response to proposed timber harvests in Upper Nevada Creek, Gleason Creek and adjacent areas. During the following year, the group was one of several which were instrumental in forming the Helena Forest Conservation Coalition (HFCC). Through its affiliation with HFCC, NCCS has actively participated in the development of the Helena Forest Plan over the past five years. We have urged USFS planners to maintain the Nevada Mountain area's roadless status and to give special consideration to its diverse and abundant wildlife resources and other unique features.

Now, five years later, the future of the Nevada Mountain roadless area looks much brighter than it did in 1981. Most of the controversial timber sales and road construction formerly planned for the area have been dropped. Further, the preferred alternative of the Final Helena Forest Plan establishes a 12,000 acre specially designated roadless core area and most of the remaining 40,000 acres carry wildlife or minimum level of development prescriptions. Most of the old 4-wheel drive trails which allowed vehicular access into portions of the area have been closed and several adjacent land owners have closed roads and allow the public walk-in access only. The wildlife population is thriving -- the elk herd on the west half of the area has shown a forty percent increase in the last two years (Area 293, Spring Census Data 1984-1986). The Helena National Forest Lincoln and Helena District Rangers and the Supervisor's Office have listened to many of our suggestions during the planning process and have been responsive. NCCS and all outdoor recreation enthusiasts owe them a great deal of thanks for their consideration and altered management direction.

In view of these facts, it was with some reluctance that NCCS chose to support an administrative appeal of the Final Forest Plan by HFCC. NCCS' main point of contention relates to the small size of the designated roadless core area in comparison to the area as a whole and the uncertain future of those remaining 40,000 acres, or nearly eighty percent of the area. In addition, we feel that the rationale for the tentative prescriptions, and especially for the wilderness versus non-wilderness decision was based on inaccurate, incomplete, outdated and, perhaps in some cases, intentionally misleading information. The bias of planners against permanent protection of the area seemed obvious. An accurate portrayal of the facts might have resulted in a more objective decision and one which afforded more protection for the area.

Some specific points which need further clarification beyond the discussions given in Appendix C to the Forest Plan (roadless Area Evaluations) and which have a significant bearing on management decisions for the Nevada Mountain Area are as follows:

1. Current use of the Nevada Mountain roadless area is overwhelmingly non-motorized (recreational hiking, hunting, horseback riding and cross-country skiing). Two old jeep trails which allowed 4-wheel drive access into a portion of the area have been closed in recent years and the Final Forest Plan designates a roadless core area. Thus, vehicle access to within the roadless area boundary is impossible due to the geography or illegal. The Forest Plan discussion implies largely motorized use of the area.

2. Elk and other wildlife do not merely occur in the area -- they thrive. One of the most significant elk herds on the Helena National Forest depends on the Nevada Mountain roadless area for security, calving and breeding areas. While most use of the area by elk is for summer range, known winter range for exceeds the figures given in the Forest Plan. Hunting Districts 293 and 443, which include the roadless area, contain from 1500 to 2000 elk. The USFS used a figure of 5,000 elk for planning purposes for the total population on the Helena Forest.

3. According to the Forest Plan, grizzly bear sightings have not been documented in the area in the last few years. However, USFS personnel have personally observed and photographed a grizzly in the area within the last five years. Further, a long time placer miner in the area, Bill J. Palmer (Box 221, Avon, MT 59713), will attest to the fact that the area is occupied grizzly bear habitat. He is familiar with the territorial area of three grizzlies within the roadless area boundary -- a mature sow and two offspring of different ages. He had had several encounters with the trio and has named the sow "Old Yeller."

4. The USFS downplays the significance of the fisheries resource associated with streams draining the roadless area. Several streams in the area (Nevada Creek and Poorman Creek) provide critical spawning habitat for some large brown and bull trout from the Nevada Creek Reservoir and the Blackfoot River.

5. The Nevada Mountain roadless area contains over fifteen miles of the Continental Divide and the two highest peaks along the Divide on the Helena Forest. The significance of this together with the panoramic views and the undeveloped nature of the area to the proposed Continental Divide Scenic Trail are not given adequate consideration.

6. The value of the timber in the area has been overemphasized to say the least. That eighty percent of the acreage is

tentatively suitable for timber, that it comprises seven percent of the tentatively suitable timber acres on the forest and that it could support an annual harvest of eight MMbf are erroneous and intentionally misleading figures designed to pursuade against protection and non-development of the area. Anyone who has ever visited the area is aware of the steep slopes, rugged terrain and predominantly stunted, poor quality timber there.

Many other examples of the bias of the USFS planners against any permanent protection for the Nevada Mountain area are apparent in the Plan. Most statements tend to downplay the significance or quality of the area's recreation and wilderness attributes while pointing out the potential for timber, menerals and motorized recreation. Such statements are contradictory to the management direction specified for the area in the Final Forest Plan and the current trends in public use of the area.

NCCS and HFCC support a wilderness or roadless designation of the entire area. Since current use is overwhelmingly non-motorized, there would be no loss of motorized recreational opportunities as a result of a special designation. The management prescriptions for the area in the Final Forest Plan indicate a lack of extractable resource values and acknowledge the important wildlife resource values adn predominantly non-motorized recreational use. As such, the designation of a larger roadless area or wilderness designation would be compatible with current use trends and values, and, in fact, could make management of the area easier -- and less costly. We do not understand the reluctance of the USFS to commit to a management course for the Nevada Mountain roadless area that they appear to be headed toward following anyway.

ATTACHMENT 2

February 13, 1987

Jerry Parker
Pyramid Mountain Lumber Co.
P.O. Drawer J
Seeley Lake, MT 59868

Dear Jerry,

After our second round of discussions in Lincoln concerning possible wilderness boundaries for the Nevada Mountain Area, we offer the following proposal. We tried, wherever possible, to address concerns expressed by your industry. At the same time we sought to maintain what we feel is a logical boundary for the very best of the area's wilderness qualities.

Some of the country that we are agreeing to release is not presently in the Forest's timber base. You indicated at our last meeting that some people within the Forest Service have suggested that as much as 30% of the non-timber prescription areas in the 1986 Forest Plan may eventually be returned to the timber base. We feel that the opposite may also occur; that is, many of the areas that are now in the timber base will likely be removed during the next planning cycle. The following adjustments to our proposal were therefore partly guided by two major themes that emerged from our meetings:

We feel that timber harvests should not occur in steep, high elevation areas, particularly near the Continental Divide and near the divide between Nevada Creek and Poorman Creek (the historic Gould-Helmville Trail). You feel that, as a rule, the country to the west and along other, lower elevation edges of the Nevada Mountain Roadless Area may one day be suitable for timber management.

The enclosed map shows where we would agree to modify the proposed wilderness boundary in an attempt to reach an acceptable compromise of our mutual interests:

AREA A: You indicated that, generally, the farther west from the Continental Divide, the higher the overall timber values. The exclusion of "A" from our original Alternative W proposal, releases around 10,000 acres of the western-most part of the roadless area, including all of Huckleberry Creek, Cow Gulch, and lower Washington Creek.

AREA B: At the last meeting we talked at some length about whether harvestable timber might one day be available in the low to mid-elevation portions of the Shingle Mill, Mitchell, and Threemile Creek drainages. Approximately 3000 acres of these and other adjoining, smaller drainages have been removed from our proposal to accommodate possible future timber management.

HELENA FOREST CONSERVATION COALITION
P.O. BOX 1257 • HELENA, MT 59624

AREA C: You expressed an interest in the Poorman Creek drainage. We consider this a highly valuable wildlife area, especially for elk. However, as with Area B, we would be willing to concur with leaving some of the lower elevation, easily accessable portions of this drainage out of our proposal (again about 3000 acres). We are suggesting to use the first section lines back from existing roads as the boundary for this northern-most portion of the area, since 1) this would release the lowest elevation country for possible timber management, including most of the slopes immediately adjoining the Stemple Pass Road and the South Fork of Poorman Creek Road; 2) when considering boundaries, the most visible peaks to the south of Poorman Creek (unnamed, but found in the SW corner of Section 23 and near the boundary between Sections 19 and 30) lie almost exactly along our proposed section line boundary; and 3) the south facing parks that originate on these peaks and the scattering of smaller parks between and to the south of them are extremely important elk range - some elk, particularly mature bulls, even winter in this area.

AREA D: On the eastern side of the Continental Divide, we are willing to release an additional 4000 acres to multiple use. Our boundary rational, here, is the inclusion of a one-mile-wide strip of the east slope as measured from the top of the Continental Divide. This corridor would 1) establish a 13-mile primitive segment of the Continental Divide Trail; 2) protect the core of the wilderness from noise caused by vehicular access on to the Divide; 3) keep intact the uppermost segment of a major elk migration route down the ridge between Marsh Creek and the North Fork of Little Prickly Pear Creek; and 4) include the three major landmarks within the Nevada Mountain Roadless Area along the Continental Divide - Nevada Mountain, Black Mountain and Meyers Hill.

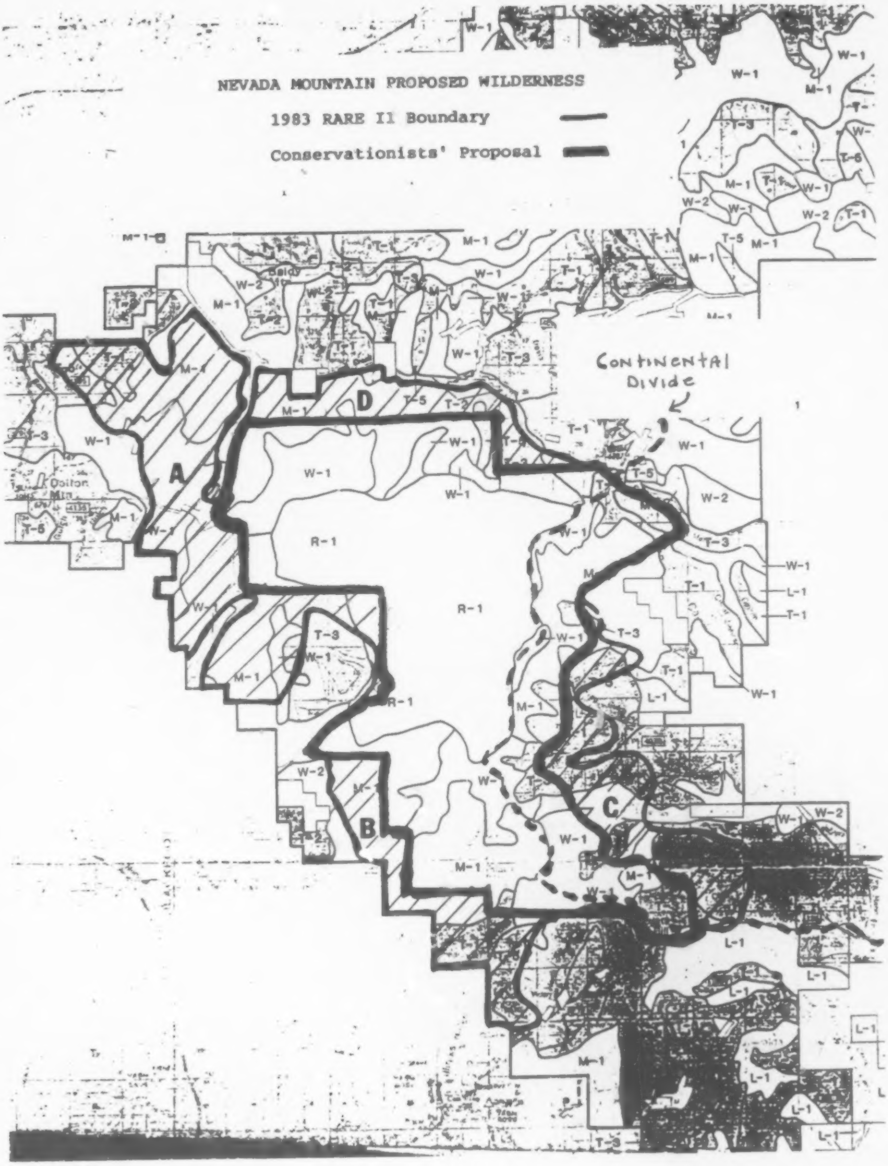
In summary, our wilderness proposal totals approximately 30,000 acres (about 2000 to 3000 acres less than the last map overlay we presented to you at the 2/3/87 meeting). At the same time, it releases about 20,000 acres (or about 40% of the roadless area) to multiple use.

We are very interested in your comments regarding our suggested compromise boundary proposal. It looks like February is going to be a time when at least three of us are going to be on the road a lot. Coordinating our schedules is tough. To expedite our discussions, we would appreciate receiving your written comments before trying to arrange another meeting.

We certainly appreciate the time and effort spent by you and others in the local timber industry regarding this very important matter. We feel that the discussions thus far have been open and beneficial in increasing our understanding of each other's interests and concerns.

Sincerely,

Gary Ingman Ken Knudson Noel Rosetta Erich Weber


NEVADA MOUNTAIN PROPOSED WILDERNESS
1983 RARE II Boundary
Conservationists' Proposal
Continental Divide
A
B
C
D
R-1
W-1
W-2
M-1
T-1
T-2
T-3
T-5
T-6
L-1
Baldy Mtn
Colton Mtn

ATTACHMENT 3

JACK SCHILLA
LICENSED GUIDE & OUTFITTER
807 Cherry Avenue
Helena, Montana 59601
Phone: 406—443-3755

January 19, 1987

Congressman Pat Williams
Washington, D.C.

Dear Pat,

It's our understanding you're considering elimination of "Wilderness" designation for much of the area that we guide, outfit and pack hunters into, east of Deer Lodge, known as "The Electric Peak" area. We want to urge you not to reduce it in size. Our average annual income from outfitting on Deerlodge National Forest lands averages $50,000.00 annually, when we employ nine people. Within the possible reduced area is our "Trophy Camp", where two hunters are accommodated at a time, for a fee of $345.00 each per day, when we have three ten day rifle hunts in Montanas' five week long, rifle season during October and November. Trophy Camp is near Cottonwood Lake, a beautiful, remote alpine lake, thriving with native Black Spotted Cutthroat Trout.

In the summertime we have witnessed many youngsters from Butte camped on the shore of Cottonwood Lake, that have backpacked in, up Thunderbolt Creek trail, from near the Whitehouse Campground. The trailhead into the lake is accessed on a gravel road between near Basin that goes to Deer Lodge, known as "The Champion Pass, Blizzard Hill Route." It's less than a one hour drive from Butte to where they began hiking the short 4 miles, taking from one to two hours afoot.

Our income and future would be negatively impacted if Cottonwood Lake is not included in the new Wilderness. The sort of long term annual income we contribute must be weighed against any one time timber corporation financial rewards that due to consequent roading, would entirely destroy our livlihood and ruin esthetics for generations of Montanans.

Please classify the area "Wilderness" soon.

Enclosed are two national write ups, one about our hunting camp at Cottonwood Lake.

Hope you remember speaking with Mary and I last February in Washington. We really appreciated the time you took to listen to us, when you said you'd try to help with any of our future concerns.

Very Sincerely,

Jack Schilla

Jack Schilla
Licensed Guide & Outfitter

ATTACHMENT 4

A STATEMENT ON THE TREASURE MT. AND SOUTH HAT PROPOSED TIMBER SALES

Helena National Forest

Having spent many pleasant days afield hunting and hiking in both the Hat Creek drainage and the Treasure Mountain area, I am very distraught to hear of the proposed timber sales in both areas. Other than the obvious loss of recreational opportunities for all forest users, and especially those from Helena and Elliston, these proposals portend serious impacts to wildlife habitat and the Little Blackfoot River watershed.

Treasure Mountain is already accessed by adequate roads, and the effect of adding eight or more new road miles and the harvest of four million board feet of timber will be devestating. Having covered most of the mountain several times over, usually with gun or bow in pursuit of elk, the loss to be incurred far outstrips the potential economic benefit of such a timber sale, particularly in an area with substantial scrub and sparse mature timber. Each fall I traverse the mountain at least once a weekend and have observed that as the snows increase, the mountain is an important link in the annual migration pattern of the local elk herd. Towards mid-November the elk leaving the Bison Mountain and Ontario Creek drainages lay over for as many as several weeks on Treasure Mountain en route to lower terrain. This currently provides some excellent hunting opportunities that stands to be seriously compromised by loss of security cover and improved road access. Coupled with the recent large-scale intrusions of logging and road-building activity in the Bison Mountain and Bison Creek areas directly to the south, the long term viability and security of this elk herd is very questionable.

Furthermore Treasure Mountain is one of only several areas in the upper Little Blackfoot drainage that is inhabitated by a band of Shiras moose. I have personally observed more than a half dozen of the animals on Treasure Mountain, and found the encounters to be a rewarding surprise in the course of hunts or other outings. The combination of small secluded drainages, succeeded lakebed swamps, and ample browse provides an ideal environ that could be lost to logging and new roads. The relative sparsity of the upper Little Blackfoot moose herd, as borne out by the issuance of only three bull moose permits per season for the whole drainage by the Department of Fish, Wildlife and Parks, is storg incentive to preserve and enhance the favorable moose habitat that presently exists.

The proposed South Hat sale appear equally objectionable. The Hat Creek drainage, being isolated from the main Kading Camp road by private land and with only jeep road access to its upper end offers one of the few remaining opportunities for good walk-in hunting opportunities on Baldy Ridge between Kading Camp and Elliston. This is doubly important in that it provides a block of security or escape cover of some size during the peak of the rifle elk season. I have personally had the pleasure of listening to many bull elk bugle from the remote haunts of some of Hat Creek's side drainages, and have tracked numerous others therein. Opening this piece of terrain with a four million board foot-harvest and seven accompanying new road miles would be devastating.

ATTACHMENT 5

OEA Research
Ecological Services

P.O. Box 1209 • 635 North Jackson • Helena, Montana 59624 • (406) 443-5560

May 21, 1987

Senator Max Baucus
1107 Dirksen Office Building
Washington, DC 20510

Dear Senator Baucus:

I am writing in regard to the wilderness area proposal for the Black Mountain area west of Helena. I am a professional consulting Aquatic Ecologist and current Chairman of the Montana American Fisheries Society's Riparian Habitat Committee. Prior to becoming a consultant I was Director of the Flathead Drainage 208 Water Quality Project and worked for the Montana Department of Natural Resources and Conservation as a water planner. I believe I am well qualified to speak about aquatic issues.

It has come to my attention that Representative Pat Williams' proposal for the Black Mountain area does not include portions of the Ten Mile Creek drainage that were included in previous proposals. I believe that wilderness designation for these portions of the Ten Mile Creek is desireable. The City of Helena depends upon high quality waters from this drainage for a portion of its domestic water supply. This high quality watershed can be best protected through wilderness designation. I hope you will consider including these areas in your proposal.

Sincerely,

Chris Hunter

Chris Hunter
General Manager
Aquatic Ecologist

It should be realized that the Hat Creek drainage is likewise an important link in the annual migration route of elk in the Little Blackfoot drainage. From personal observation I can attest that as snow depths increase the elk from the Blackfoot Meadows, Larabee and Conners Gulch areas work their way to the northwest towards wintering grounds on private lands of the Rock Creek Cattle Company, Dog Creek Ranch, and others. Without some secure (roadless) security cover along the way, this migration puts the herd in an extremely vulnerable position due to hunting pressure. As the Slate Lake drainage directly north of Hat Creek is opened with ongoing logging activity, the herds options become more and more limited. In both drainages I have watched bands of as many as twenty elk at a time grazing in both November and May. The latter occurrence probably suggests that the areas also are utilized in elk calving.

As one who spends many hours in the entire Little Blackfoot area, I am genuinely concerned about the ramifications of both of these proposed timber sales. The quality of recreation, the welfare of our big game herds, and the special secluded atmosphere that makes the area special stand to be lost. It is interesting to note that Terry Lonner, a research biologist with the Department of Fish, Wildlife and Parks, is quoted in the July 1986, issue of Outdoor Life ("Elk on the Move", P. 106) as finding after over twelve years of radio collar elk tracking studies that an avoidance response and lack of habitat utilization by elk occurs within a much as two miles of roads. It a person were to draw a four-mile wide band along all useable roads on a map of the upper Little Blackfoot River drainage, the areas left would be few and far between. While one often hears the statistic that there are more elk in Montana than there were a hundred years ago, one must also realize that the numbers of hunters have doubled ~~[illegible]~~. Thus the herds must be maintained and enhanced whereever possible. Opening the South Hat area and further opening Treasure Mountain run exactly contrary to this objective.

Alden G. Beard
Alden G. Beard

Concerned Residents
of Elliston

Senator MELCHER. Thank you, Chris.
Ed Lewis.

STATEMENT OF EDWARD M. LEWIS, EXECUTIVE DIRECTOR, GREATER YELLOWSTONE COALITION

Mr. LEWIS. Good morning, Mr. Chairman, Senator Baucus, and members of the committee. My name is Ed Lewis and I am the executive director of the Greater Yellowstone Coalition, based in Bozeman.

I will focus my comments this morning on improvements needed in those portions of both bills which address or should address the roadless lands of the Greater Yellowstone ecosystem.

In general, this spectacular portion of southwest Montana is not adequately addressed in either bill. If Montana is indeed to remain unspoiled and unforgettable, as our current tourism slogan proclaims, then major changes and improvements are required in the treatment of the following areas: the Gallatin Range, Crazy Mountains, Absaroka-Beartooth additions, Vine Creek Plateau, North Absaroka additions, and Lionhead.

We appreciate the protection accorded Cowboys Heaven by both pending bills. While my written testimony covers specific changes needed in all of these areas, I will restrict my remarks this morning to the Gallatin Range. First a word about the Greater Yellowstone ecosystem.

Greater Yellowstone is one of the few ecosystems in the continental United States still functioning much as it did before the arrival of European settlers. This spectacular region of southwest Montana and adjacent portions of Wyoming and Idaho is a land of superlatives. But as logging and roadbuilding, oil and gas, and mineral exploration and commercial developments spring up throughout Greater Yellowstone, this ecosystem is being whittled away to the point where it may no longer be able to support its historic compliment of wildlife species.

One of the best ways to protect the biological integrity and diversity of Greater Yellowstone is through the designation of its remaining roadless lands as wilderness. The Gallatin Range is the largest roadless expanse in Greater Yellowstone not presently protected permanently as wilderness, more than 200,000 roadless acres in all.

What happens to this range will have major impacts on the rich biological diversity of Yellowstone Park immediately to the south of the Range. The Gallatin Range boasts superb mountain scenery, outstanding trout streams, the most extensive petrified forest in the world, and diverse wildlife such as the threatened grizzly bear, the endangered bald eagle and the peregrine falcon, mountain lion, wolverine, osprey and trumpeter swan.

In addition, the Range provides a large portion of the winter range for the northern Yellowstone and Gallatin elk herd, as well as two bighorn sheep herds, moose, mule deer and antelope that migrate seasonally between Yellowstone Park and the low elevation slopes of the forest.

In addition, recent studies by the USGS indicate that the Gallatin Range may be the major water source for Yellowstone's hydrothermal features. Thus, by designating the Range as wilderness, we may be guaranteeing that Yellowstone's geysers will flow forever.

We'd like to thank Senator Melcher for introducing his Geothermal Steam Act amendments, which will also help safeguard Yellowstone's thermal wonders.

The Gallatin Range has received inadequate and inconsistent treatment in the pending bills. H.R. 2090 would protect only the highlight peaks and a 24,000 acre wilderness area, with the bulk of the Range of 123,000 acres going into a land consolidation study area. Senate bill 1478 would place none of the Gallatin Range in wilderness. Rather, it would leave it in study status under S. 393, and would encourage a land exchange to resolve the Burlington Northern inholdings in the area.

None of the bills provide any protection for three important areas which should be included as wilderness: the North Yellowstone Rim country immediately north of Yellowstone Park, South Cottonwood Creek at the north end of the Range, and critical sections of Big Game Winter Range on the southwest side of the Gallatin Range adjacent to the Gallatin River.

Most critically, the Gallatin Range must be protected as an uninterrupted, unfragmented wilderness area which runs continuously from the Yellowstone Park boundary north to the northern reaches of the Range, not far from Bozeman. Designating the Gallatin Range as wilderness would give the Forest Service finally the necessary impetus to rapidly acquire the BNN holdings in the area.

We have not yet seen the details of the new land exchange proposed by BNN and the Forest Service which has been reported in the press. But if it is a good proposal, then consummation of the exchange would remove the last major impediment to immediate designation of the Gallatin as wilderness.

Wilderness will also preserve the remarkable recreational resources and opportunities of the Gallatin and the local industries and economies which depend upon recreation. According to the Congressional Research Service, some 93 percent of the jobs in the Gallatin Forest are recreation oriented. On the other hand, fewer than ten percent of the jobs dependent on the Forest relate to the timber program.

In conclusion, I want to thank you for the time this morning. We'd be happy to answer any questions. And also, I would like to supplement the record through the submission of an economic report on Greater Yellowstone's Forest, and some fact sheets on some of these specific areas. Thank you.

[The prepared statement of Mr. Lewis follows:]

Greater Yellowstone Coalition

TESTIMONY OF EDWARD M. LEWIS, EXECUTIVE DIRECTOR OF THE GREATER YELLOWSTONE COALITION, BEFORE THE SENATE PUBLIC LANDS, NATIONAL PARKS AND FORESTS SUBCOMMITTEE OF THE ENERGY AND NATURAL RESOURCES COMMITTEE ON S.1478 AND HR 2090, MARCH 21 AND 22, 1988.

Good Morning, Mr. Chairman. My name is Edward M. Lewis, and I am the Executive Director of the Greater Yellowstone Coalition, based in Bozeman, Montana. Thank you for the opportunity to submit these comments for the Coalition on S.1478 and HR 2090, the Montana Natural Resources Protection and Utilization Act of 1987.

The Greater Yellowstone Coalition was founded in 1983 for the purpose of preserving the health and integrity of the Greater Yellowstone Ecosystem, one of the largest essentially intact ecosystems remaining in the temperate zones of the earth. The Coalition has a membership of approximately 2,000 individuals, and some 50 local, regional, and national conservation organizations, some of which are represented here today.

This morning, I would like to focus my comments on improvements that are needed in those portions of S.1478 and HR 2090 that address or should address the roadless lands of Greater Yellowstone. In general, this spectacular portion of Southwest Montana is not adequately or fully protected in either bill. If Montana is indeed to remain "Unspoiled, Unforgettable" as the state's current tourism slogan proclaims, then some major changes

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and improvements are required in the treatment of the Gallatin Range, Crazy Mountains, Absaroka-Beartooth Additions, Line Creek Plateau, North Absaroka Additions and Lionhead.

To supplement my testimony, I am attaching a copy of a report that the Greater Yellowstone Coalition recently commissioned on the economics of Greater Yellowstone's forests. It demonstrates that the overwhelming economic contribution of the national forests in this area is from recreation, rather than timber or grazing. I would also like to add that the Greater Yellowstone Coalition strongly supports the testimony of other conservation organizations represented here today, and that the Coalition endorses the Conservationist Wilderness proposal.

Before discussing the specific areas in Montana's portion of Greater Yellowstone affected by HR 2090 and S.1478, I would like first to make some general comments about the Greater Yellowstone Ecosystem.

Greater Yellowstone Ecosystem

Greater Yellowstone is one of perhaps three ecosystems in the continental United States that is still functioning much as it did before the arrival of European settlers. It is a land of superlatives: our first national forest and park; the largest geyser system remaining in the world; one of the last populations of grizzlies in the lower 48 states; the last known refuge of the black-footed ferret; home to the whooping crane, bald eagle, trumpeter swan and peregrine falcon; and the headwaters of three of the nation's major drainage systems -- the Yellowstone-Missouri, Green-Colorado, and the Snake-Columbia.

Today, however, the Greater Yellowstone Ecosystem is becoming a natural island surrounded by a sea of human development, from logging and road building, to oil and gas exploration and subdivisions. Taken individually, each threat might be tolerated and its effects mitigated. But taken together, the cumulative impacts of these activities amount to the fragmentation and destruction of critical habitat to such an extent that Greater Yellowstone may no longer be able to support viable populations of its historic diversity of species. These species include those now threatened and endangered, others sensitive to human disturbance, and some perhaps yet undiscovered.

We are learning to recognize the global importance of ecosystem destruction in tropical rain forests. Here, at home, in one of the world's favorite parks, we can already see tell-tale signs of ecosystem erosion from declining populations of such sensitive species as trumpeter swans and grizzlies. In other national parks, a number of mammalian species have been lost since the parks were established. It has recently been found that Mount Rainier, for example, has lost 28% of its original heritage of major mammals; Yosemite, 31%; Bryce, 38%; Lassen, 42%.

In Yellowstone, where only the grey wolf is known to be extinct, there is still an opportunity to prevent this kind of ecological collapse. Yellowstone, which stands as a tremendously important worldwide symbol of park protection, could carry new significance as an example of ecosystem protection -- but only if we now act to protect what remains.

Gallatin Range

The Gallatin Range is the largest roadless expanse in Greater Yellowstone that is presently not guaranteed permanent protection as Wilderness. What happens to the Gallatin will have major impacts on the rich biological diversity of Yellowstone Park to the south, and indeed, on the complex dynamics of the entire Ecosystem.

The Gallatin National Forest comprises 15% of the Greater Yellowstone Ecosystem, which contains the largest temperate coniferous forest in the world. At the center of the forest is the Gallatin Range, which includes more than 200,000 acres of roadless land. This range boasts spectacular mountain scenery, outstanding trout streams, including headwaters of the Gallatin and tributaries of the Yellowstone Rivers, the most extensive petrified forest in the world, and diverse wildlife such as the threatened grizzly bear, endangered bald eagle and peregrine falcon, mountain lion, wolverine, osprey and trumpeter swan. In addition, the Gallatin Range provides a large portion of the winter range for the northern Yellowstone and Gallatin elk herds, as well as two bighorn sheep herds, moose, mule deer and antelope that migrate seasonally from Yellowstone National Park and which use the low elevation slopes of the forest during part of their yearly life cycle.

Furthermore, recent studies by the U.S. Geological Survey indicate that the Gallatin Range may be the major water source for Yellowstone's hydrothermal features. By designating the Gallatin Range as Wilderness, we may be guaranteeing that Yellowstone's geysers will flow forever.

The Gallatin Range has received inadequate and inconsistent treatment in the two pending bills. HR 2090 would protect only the Hyalite Peaks in a 24,000 acre Wilderness area, would establish a 26,000 acre National Recreation Area at the northern end of the range and in the Hyalite and Bozeman Creek drainages, and would designate 123,000 acres as a Land Consolidation Study Area. S.1478 would place none of the Gallatin in Wilderness, but rather would leave it in study status under S.393. Senator Melcher's 1986 bill, S.2790, would designate 55,000 acres of the

Range as Wilderness and would place 23,400 acres in Wilderness Study status.

None of the bills provide any protection for three important areas which should be included in Wilderness: the North Yellowstone Rim, South Cottonwood Creek, and critical sections of big game winter range on the west side of the Range adjacent to the Gallatin River. Most critically, the Gallatin Range must be protected as an uninterrupted, unfragmented Wilderness area which runs continuously from the Yellowstone Park boundary north to the northern reaches of the Range not far from Bozeman, Montana.

Any final bill should also include provisions to encourage or bring about resolution of the issue of Burlington Northern's landholdings in the Gallatin, through a combination of purchase using Land and Water Conservation Funds, or land exchange if necessary. Designating the Gallatin Range as Wilderness would give the Forest Service the necessary impetus to rapidly acquire the Burlington Northern inholdings in the area.

One of the best ways to protect biological diversity in Greater Yellowstone is through the designation of remaining roadless lands as Wilderness. If such areas as the Gallatin were included in the National Wilderness System, these new areas, combined with existing Wilderness and National Park lands, would help protect habitat essential for far-ranging and sensitive species such as the mountain lion, goshawk, elk, grizzly, trumpeter swan and the Yellowstone cutthroat trout. If these areas are not protected, we can expect the continued degradation of habitat through logging, road building, and inappropriate off-road vehicle and snowmobile use. And, if habitat becomes sufficiently fragmented, we can anticipate the extinction of certain populations -- even with the amount of land currently protected as Park and Wilderness.

If this occurs, recreation opportunities will suffer along with the wildlife and other resources. Recreation is presently one of the primary uses of the Greater Yellowstone Ecosystem. Of Greater Yellowstone's national forests, the Gallatin Forest receives the heaviest recreational use. More fishermen and hunters use the Gallatin than any other forest in the Ecosystem. This is also the most popular recreational forest in Region 1 of the Forest Service.

These recreationists come from across the country to hike, backpack, cross country ski, fish in the world-famous trout streams, hunt for big game, climb the high peaks and photograph wildlife. Others stop on their way to or from Yellowstone Park, to view the stunning peaks from the Paradise Valley or look for wildlife near the major routes through Mammoth and West Yellowstone.

Although many of these recreationists hail from other areas, many are local. A recent study conducted by Gallatin County, Montana, for example, demonstrated that 82% of the county's residents hike, 42% backpack, and 60% cross country ski. By comparison, only 19% of Gallatin County residents snowmobile and even fewer, only 11%, use off-road vehicles.

The Gallatin Range supports a strong and growing recreational industry that depends on the pristine scenery and outstanding wildlife opportunities that the Gallatin presently provides. In a recent report on the Greater Yellowstone Ecosystem released by the Congressional Research Service, recreation was responsible for 93% of the jobs directly dependent and 82% of the jobs indirectly dependent on the Gallatin Forest. Outfitters, dude ranchers, cross country ski centers, and fishing and rafting businesses in the Bozeman, Big Sky and Livingston areas infuse millions of dollars annually into the local and state economies. Another recent economic study concluded that counties and towns near designated Wilderness areas are among the fastest growing in the nation. In short, Wilderness makes good economic as well as environmental sense.

By comparison, the timber program on the Gallatin supports less than ten percent of the jobs dependent on the Forest. Furthermore, the timber program is losing millions of dollars annually. Our attached economic report demonstrates that, using figures obtained from the Forest Service, the Gallatin is annually spending over $3.5 million on its timber program, and almost $1 million on roads, while it collects only $500,000 in timber receipts. Furthermore, due to the intensity of past harvesting, in order to achieve its timber targets the Gallatin is now escalating the level of logging in fragile habitat areas, such as elk calving and migration corridors, critical grizzly habitat and erodible slopes adjacent to spawning streams for Yellowstone cutthroat trout, a designated Species of Special Concern in Montana. Thus, not only is the timber program losing money in the Gallatin, at its present scale of operation, it is having and will continue to have a negative impact on the area's major industry -- recreation.

According to the Gallatin Forest, there are currently over 900 miles of trails available for use by trail bikes and other motorized recreational vehicles on the Forest. In addition, there are more than 900 miles of roads open for such use. If the Gallatin Range is designated as Wilderness, only 250 miles of trails would be affected, and none of the roads would be lost to trail bike and other motorized usage.

While protecting the primitive recreation opportunities and dependent industries, Wilderness designation of the Gallatin Range would also protect critical portions of the Greater Yellowstone Ecosystem. Preserving the Range is essential to maintaining the integrity of the north and northwestern parts of Yellowstone Park. Because of the fluid movement across the Park-Forest boundaries of wildlife such as bighorn sheep, grizzlies, moose, elk and other species, protection of the adjacent forest lands is essential to protecting Yellowstone Park for the purposes for which it was created in 1872.

Northern Rim

The national significance of the Gallatin's North Yellowstone Rim has long been recognized: in the 1920's, for example, then Superintendent of Yellowstone Park, Horace Albright, recommended that the Rim be added to the Park. Since that time, petrified wood from the area's Gallatin Petrified Forest, has been and continues to be illegally removed by collectors; adjacent private lands have been logged off and critical wildlife habitat destroyed. Thus, the addition of the North Yellowstone Rim to S.1478 and HR 2090 is critical to the protection of the irreplaceable resources of the Park and Greater Yellowstone.

South Cottonwood Creek

In the northern part of the Gallatin Range, timber harvesting and road building on public and private lands have been so intense that South Cottonwood Creek remains the only unlogged and pristine drainage within easy access of Bozeman. Yet it still harbors excellent habitat for wildlife, including grizzlies. Additional sections of this important drainage should be added to the Gallatin portions of HR 2090 and S.1478.

West Side Additions: Lower Porcupine Additions

On the southwest side of the Gallatin Range, critical sections of winter range used by the Porcupine elk herd are not included in S.1478 or HR 2090 due to a perceived conflict with the Big Sky Snowmobile Trial. Here a game range, managed by Montana Fish, Wildlife and Parks, supports 5,000 elk each winter. The snowmobile trail, which runs through a portion of the game range, was never assessed by the Forest Service for its suitability. Furthermore, the present location of the trail over steep terrain precludes all but the most expert snowmobilers from competing in an annual race which in recent years has been run by only a handful. We recommend that the Forest Service conduct the necessary suitability analysis to find an alternate snowmobile route as called for in S.1478, and that this area be added to the Gallatin proposal in S.1478 and HR 2090.

Cowboys Heaven

The protection of Cowboys Heaven as Wilderness is one of the better features of both bills in terms of protecting Greater

Yellowstone's wildlands. Cowboys Heaven includes much of the best lower elevation wildlife habitat in the entire Madison Range. This area is a vital bridge between the dry habitat of the BLM's Beartrap Canyon Wilderness and the higher elevation and alpine terrain of the Spanish Peaks Unit of the Lee Metcalf Wilderness. With its lush open meadows and dense scrub timber, this area has the highest concentration of elk outside of the Porcupine drainage (approximately 1,800 elk by Montana Department of Fish, Wildlife and Parks estimates) and is home range for at least 6 grizzly bears.

The Gallatin National Forest Plan proposes extensive roading and logging in Cowboys Heaven. These planned activities would severely impact the wildland resource which now exists and would seriously diminish the diverse values of the Lee Metcalf Wilderness. It is clear that the "missing ecological link" of Cowboys Heaven must be designated as Wilderness to protect the integrity of the Lee Metcalf Wilderness.

Crazy Mountains

The Crazy Mountains are a stunning isolated range rising from the Great Plains to heights over 11,200 feet. They were sacred mountains to the Crow Indians, and they will always be special to people if they are protected as Wilderness. Boundary adjustments to S.1478 and HR.2090 are required to ensure that the wild splendor of this place is not lost. Specifically, boundaries should be adjusted to include South Shields, Elk, Cottonwood and Big Timber Canyons.

These adjustments would protect trails, canyons and the wild integrity of this relatively small but intense range. The Crazies have few trailheads. The only loop trail begins at Porcupine Guard Station trailhead and winds for 25 miles through the spectacular canyons and core of the Crazies, passing Campfire, Moose and Sunlight Lakes, and crossing two 10,000-foot high divides before finally winding its way over Bald Ridge, beneath Sugarloaf Mountain near the trailhead. Unless the South Shields and Elk Canyons receive the protection of the Conservationists' proposal, this trail will be utterly lost among clearcuts as have other nearby trails. Similarly, the very popular Cottonwood Lake trail will be destroyed by timber harvesting unless Cottonwood Canyon is protected as proposed in HR 2090. The Big Timber Canyons require protection of their rugged beauty and wildlife habitat.

Over $750,000 will be spent in below cost timber sales to log these canyons. The proposed boundary adjustments will affect fewer than 4 million board feet of timber. No sound argument can be constructed against saving these outstanding mountains.

Absaroka Beartooth Additions

Only a portion of the West Face in Paradise Valley, Dexter Point/Strawberry Creek, was included in HR 2090 and S.1478 as a Land Consolidation Study Area, because of Burlington Northern inholdings. A number of critical areas were left out of both bills. In the Paradise Valley, portions of the West Face and Mill Creek drainage on Coffee Pot, Colley, Lambert and Wicked Creeks were omitted. On the north side of the Absarokas, Little Mission/Tie Creek, Mission Creek, West Baldy Basin, Suce Creek and Mount Rae/West Boulder were omitted. These lower elevation areas offer critical habitat for big game and for trout fisheries in tributaries of the Yellowstone and Boulder Rivers. They also provide the scenic backdrop to Livingston and to one of the primary entrance routes for tourists en route to Yellowstone National Park. Furthermore, they support important local outfitting, guiding, and dude ranch industries which annually contribute millions of dollars to the area's economy.

These proposed additions encompass the slopes, basins and some of the peaks which face the Boulder and Yellowstone River Valleys on the north and Paradise Valley south of Livingston on the West. Also included in our recommendations are boundary adjustments in the Mill Creek Basin. These areas provide spectacular mountain scenery which residents and visitors alike admire when viewing the Absarokas.

These proposed additions to the Absaroka/Beartooth Wilderness are important wildlife areas. The faces at the edge of the range encompass sub-alpine meadows, wooded slopes, wet and dry meadows and foothills, and aspen woodlands. Such diversity of habitat is very productive for game and non-game wildlife. The proposed additions include winter range, security areas, calving areas and migration routes for elk.

These additions would provide protection for the vital watershed of the Yellowstone River. The water quality of the Yellowstone is critical to the River's nationally recognized fishery. Little Mission Creek and Mission Creek contain one of the few pure populations of the Yellowstone cutthroat trout. Mission Creek provides spawning areas for the Yellowstone cutthroat which reside in the Yellowstone River. Wilderness additions in this drainage could prevent significant impacts on this species which is at risk of becoming endangered.

North Absaroka Additions

Both the House and Senate bills would add 500 acres of Republic Creek to the North Absaroka Wilderness. However, they would release nearby Woody Ridge and the "Reef", which forms the northern extension of prominent Index Peak near Cooke City. The lower slopes of Woody Ridge and Woody Creek provide habitat for overwintering moose and a small band of elk. The area is to be released to accommodate the demands of snowmobilers, even though this is one of the few places around Cooke City where one can enjoy solitude and avoid conflicts with snowmobiles.

Line Creek Plateau

Both pending bills would release this spectacular and ecologically unique area that lies adjacent to the Absaroka/Beartooth Wilderness and provides the southerly backdrop for Red Lodge, Montana. Flanked by steep timbered canyons, this high alpine grassland plateau provides excellent summer and winter range for elk, mule deer and bighorn sheep. The area's aridity, elevation, isolation and limestone bedrock also create the unique ecological conditions necessary to sustain over twenty uncommon and rare plants, some of which are found only in one or two locations in the West.

The area is proposed for release in S.1478 and HR 1090 because of the interest of the oil and gas industry. Indeed, Phillips Petroleum recently applied for a permit to drill an exploratory oil well above 10,000 on top of this fragile plateau. This area deserves and must receive Wilderness protection now.

Lionhead

The House and Senate bills would designate only a portion of Lionhead as Wilderness, while releasing some of the most ecologically important areas in response to perceived snowmobile conflicts. The Watkins and Coffin Creek areas provide essential habitat for grizzlies, moose, bighorn sheep and elk. Furthermore, upper portions of Watkins and Coffin Creek in Idaho are being proposed for inclusion in an Idaho Wilderness Bill because they are critical bighorn sheep winter range and therefore not appropriate for any type of winter recreation that causes sheep disturbance. A compatible Montana Wilderness boundary will provide a manageable area and the best long-term protection for this bighorn sheep population.

Conclusion

The changes recommended for HR 2090 and S.1478 would go a long way towards assuring the protection of Montana's portion of Greater Yellowstone. If we do not take this opportunity, we could be looking toward a future that involves the slow unraveling of the Greater Yellowstone Ecosystem, to the point that extinctions, not superlatives, are commonplace.

We thank you for the opportunity to submit these comments.

Senator MELCHER. Thank you, Ed.
Chris Marchion.

STATEMENT OF CHRIS MARCHION, MONTANA WILDLIFE FEDERATION

Mr. MARCHION. My name is Chris Marchion. I'm representing the Anaconda Sportsmen's Club and the Skyline Sportsmen's Club, which are conservation groups from southwestern Montana, with a membership in excess of 500. In addition, I am representing the Montana Wildlife Federation.

These members actively participate in both motorized and nonmotorized forms of outdoor recreation. Our members are sportsmen whose main interest is fishing and hunting, and they use four wheel drive, motorbikes, snowcats and four wheelers as a main part of their recreational activities.

We are familiar with the recreational uses and needs of sportsmen in southwestern Montana, and we have been active in the resolution of classifying the remaining RARE II lands since 1979.

Our members support wilderness designation as a legitimate method to protect significant wildland values and to maintain the existing hunting and fishing opportunities supported by these lands.

This is important because no one creates wilderness. You can only protect it. And the amount of wilderness in Montana is finite.

In an effort to make H.R. 2090 a jobs bill, Representative Williams released lands conflicting with wilderness designations. This process left some critical areas unprotected even though the wilderness values surpass the value of the conflict.

Areas we seek to add to H.R. 2090 are the West Pioneers and West Bighole. We support wilderness designation for 70,000 acres in the West Pioneers. Local sportsmen and landowners who have historically had limited use of snowmobiles and trailbikes in this area support this proposal because it includes key corridors for existing motorized activity, while protecting the great wild character of this land.

This homegrown support for wilderness will eliminate potential problems with the enforcement of wilderness rules. We support the recent compromise proposal for the West Bighole developed by the local landowners and sportsmen which would designate approximately 45,000 acres as wilderness and 80,000 acres as a national recreation area.

Our membership enthusiastically supports the wilderness designated by Representative Williams in H.R. 2090 as the best method for protecting our wildlife, fisheries, water quality, and outdoor recreational opportunities. Our members choose to live in southwestern Montana because of the lifestyle that centers around these wildland resources, and most of us make significant economic sacrifices to live there.

Each year our members are facing reductions in fishing and hunting opportunities as the result of roads and timber sales put into roadless areas by the Forest Service. Most of our members own a four wheel drive, and many own a motorbike, a snowmobile, or all terrain vehicle, and it is apparent that each individual's ability to participate in motorized recreation is limited by his ability to pay.

On the other hand, an individual's ability to enjoy wilderness resources is limited only by a person's desires. We would certainly oppose any reduction in the wilderness areas designated by H.R. 2090, especially in the Sapphires and the Flint Range. Throughout the entire process we have heard many allegations and philosophical differences with wilderness, but we have not seen any detailed proof of significant conflicts with the wilderness designations in H.R. 2090.

For example, the claim that snowmobile use in the Frog Pond Basin along the Rock Creek Divide or down to Moose Creek are not supported by our experiences in the Sapphires. Distance, terrain and snow conditions prohibit snowmobile use in this area.

Timber is an important industry in our state, but the Deer Lodge and the Beaverhead National Forest combined provide less than 2 percent of the State's annual timber harvest, and requires the taxpayer to lose more than 90 cents of each dollar invested in timber management. Timber on the Beaverhead National Forest is the worst quality in the State, and it is in the most environmentally sensitive area of the State. Forest Service timber management as practiced in Montana is a costly single use regulation.

Montana is in need of economic development, but the future does not exist in the traditional resource extraction industries, but must come from businesses with a future in the 21st century. The Montana Power Company, the largest Montana-based corporation, which has been very successful in recruiting new businesses for Montana, has said, "Lifestyle is a key factor in attracting new business to Montana because Montana is a great place to live."

I hope the members of this committee will consider a balanced approach in resolving this issue. Thank you.

[The prepared statement of Mr. Marchion follows:]

ANACONDA SPORTSMEN'S CLUB

SKYLINE SPORTSMEN'S CLUB

MONTANA WILDLIFE FEDERATION

SENATE ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS ON S1478 AND HR2090

PRESENTED BY:

CHRIS MARCHION
2105 GARFIELD
ANACONDA, MT. 59711

MARCH 21 AND 22 1988

Mr. Chairman, my name is Chris Marchion. I am representing the Anaconda Sportsmen's Club and the Skyline Sportsmen's Club which are conservation groups from Southwestern Montana with a membership in excess of 500. In addition, I am representing the Montana Wildlife Federation. These members actively participate in both motorized and non-motorized forms of outdoor recreation. Our members are sportsmen whose main interest is fishing and hunting and they use four wheel drive, motorbikes, snowcats and four wheelers as a main part of their recreational activities. We are familiar with the recreational uses and needs of sportsmen in Southwestern Montana and we have been active in the resolution of classifying the remaining RAREII lands since 1979.

Our members support wilderness designation as a legitimate method to protect significant wild land values and to maintain the existing hunting and fishing opportunities supported by these lands. This is important because no one creates wilderness, you can only protect it and the amount of wilderness in Montana is finite. The Deer Lodge National Forest plan shows the demand for roadless recreation will exceed the forest's capacity by the year 2030 while the existing road system will meet or exceed the demand for roaded recreation through the year 2030.

In an effort to make HR2090 a 'jobs bill' Representative Williams released lands conflicting with wilderness designation. This process left some critical areas unprotected even though the wilderness values surpass the value of the conflict. Areas we seek to add to HR2090 are the West Pioneers, West Big Hole, and Quigg Peak.

We support wilderness designation for 70,000 acres in the West Pioneers. Local sportsmen and landowners who have historically had limited use of snowmobiles and trail bikes in this area support this proposal because it includes key corridors for existing motorized activity while protecting the great wild character of this land. This home grown support for wilderness eliminates potential problems with enforcement of wilderness rules.

We support an expansion of the wilderness boundary for Quigg Peak to the boundary recommended by the Lolo National Forest and Governor Schwinden. Wilderness designation provides the security required by the existing population of Big Horn Sheep to fully utilize the existing habitat. Claims of motorized use in this boundary are totally false. The local sportsmen, guides, trappers, and adjoining landowners are in support of wilderness designation.

We support the recent compromise proposal for the West Big Hole, developed by local landowners and sportsmen, which would designate approximately 45,000 acres as wilderness and 80,000 acres as National Recreation area.

Our membership enthusiastically supports the wilderness designated by Representative Williams in HR2090 as the best method for protecting our wildlife, fisheries, water quality, and outdoor recreational opportunities. Our members choose to live in Southwestern Montana because of the lifestyle that centers around these wildland resources and most of us make significant economic sacrifices to live there.

Each year our members are facing reductions in fishing and hunting opportunities as the result of roads and timber sales put into roadless areas by the Forest Service. The greatest insult is that these developments are subsidized with our taxpayer dollars.

Most of our members own a four wheel drive and many own a motorbike, snowmobile, or all terrain vehicle and it is apparent that each individual's ability to participate in motorized recreation is limited by his ability to pay. On the other hand an individual's ability to enjoy wilderness resources is limited only by a person's desires. In addition, our members find their non-motorized recreation experiences much more satisfying and memorable than their motorized experiences.

We would certainly oppose any reduction in the wilderness areas designated by HR2090 especially in the Sapphires, Stony Mountain, Cottonwood Lake, and Flint Range. Throughout the entire process we have heard many allegations and philosophical differences with wilderness but we have not seen any detailed proof of significant conflicts with the wilderness designations in HR2090. For example, claims of snowmobile use from the Frog Pond basin along the Rock Creek Divide or down to Moose Creek are not supported by our experiences in the Sapphires.

Historically mining has played an important economic role in Southwestern Montana and most of our members are economically tied to this industry. Butte had the world's largest open pit copper mine while Anaconda had the world's largest smokestack. Our forests have been explored and re-explored for more than a century and HR2090 releases all areas of conflict with legitimate mineral potential.

Timber is an important industry in our state but the Deer Lodge and Beaverhead National Forests combined provide less than 2% of the states annual timber harvest and requires the taxpayer to loose more than 90 cents of each dollar invested in timber management. The timber on the Beaverhead National Forest is the worst quality in the state and is in the most sensitive environmental area of the state.

Montana is in need of economic development but the future does not exist in the traditional resource extraction industries but must come from the businesses with a future in the 21st century. The Montana Power Company, the largest Montana based corporation, which has been very successful in recruiting new business for Montana, has said "Life style is a key factor in attracting new business to Montana because Montana is a great place to live."

It is critical for Montana to resolve the classification of our RAREII lands. We are not sending a positive signal to business when we demonstrate an inability to decide this issue after ten years. I hope the members of this committee will consider a balanced approach to resolving this issue. Thank you.

Senator **Melcher**. Thank you, Chris.

Bud Moore.

STATEMENT OF WILLIAM R. (BUD) MOORE, CONDON, MT

Mr. **Moore**. My name is Bud Moore. I was born in Montana's Bitterroot Valley and spent most of my adult life working for the U.S. Forest Service. My wife Janet and I now live in the Swan Valley of northwestern Montana where wilderness, the forest products industry, recreation and tourism, wildlife and water and agriculture are especially important to our economy and quality of living.

This hearing, the legislation before us, and the decisions yet to be made are the fruits of immeasurable work of the people of Montana, our Government agencies, and our congressional delegation. There are, of course, differences among us. There is, however, widespread agreement on one thing: we want the issue settled but not at the expense of unwise decisions that could degrade Montana's lands, its resources, and the quality of life for its citizens.

My purpose here is to represent myself, my wife, and those Montanans who respect the reconnaissance studies and reports made regarding the protection and management of public land. I do not take stands on issues like this one unless I have examined an area and its resources in detail enough to understand both the capabilities and limitations of the land.

My recommendations are, therefore, confined to those areas where I have made field studies or in other ways become familiar with the values inherent in the land. My recommendations follow.

The Jewel Basin Swan front. Much of the southern portion of this area was studied in detail by me and other residents of the Swan Valley, and it is good to see that both bills have established boundaries nearly identical to those recommended in our report of September 1978. Also, historical use and past recommendations showed Jewel Basin to be a remarkable candidate for wilderness. And Senator Baucus and Representative Williams' proposal to link the Jewel Basin to the Bob Marshall and Swan Front areas with a strip of wilderness looks good to me. That way, the Crest, though narrow in places, would remain wild and unbroken by road. Wildness would be assured in the high country without impeding commercial activities in the canyons down below.

Clearwater monture. As near as I can tell from the maps available, both proposals for wilderness follow close to the boundaries agreed to by the Bob Marshall Alliance, Champion Timberlands, Pyramid Lumber Company and associated individuals. I agree with this and commend you for heeding the work of these progressive individuals and organizations.

I'll pass the Lantern Ridge addition to the Selway Bitterroot wilderness quickly because I think it has complete agreement.

A moment on the Great Burn. Since I have not visited the perimeter of the Great Burn recently, I cannot evaluate the specific boundaries set forth in either bill. But I am glad that both bills designate a major portion of the Great Burn a wilderness. I have known much of the area since boyhood and appreciate its outstanding wilderness values, including several sites of prehistoric Native American activities.

Montana is well served by this proposed legislation, and I only wish I knew the boundaries better so that I could help because I know there is some disagreement there.

Now the Sapphires. This is the last one. Beginning at the suburbs of Missoula, Montana, this remarkable range of mountains extends some 80 miles southward to connect the Continental Divide at the Anaconda Pintler wilderness. The Welcome Creek wilderness has already been established some 25 miles south of Missoula in this range. I am glad to see that both bills include the Quigg Peak area right across from Welcome Creek.

I got a little mixed up on my pages here. Let me quickly recover. I just wanted to say that my comments on the southernmost area of this range, the proposed Sapphire wilderness, are based on a study and field notes taken during July 1974, and on several subsequent trips to gather more information.

Because I view the unbroken wildness of the area from near Skalkaho Pass to the Anaconda Pintler wilderness as the highest resource value, and because water quality and wildlife habitat are important associated values, I am glad that both bills protect the central highlands of the area and provide a connecting link across the connecting waters of Moose Creek to join the unbroken wild country with the Anaconda Pintler wilderness. This is an important point in this wilderness.

I have one more general observation I'd like to make. That is to thank Senator Baucus and Congressman Williams for precluding buffer zones around the wilderness areas. In our areas, some of our forest products industry personnel have been afraid that buffer zones might preclude things outside of it. I'm glad that you foreclosed the possibility of this happening.

So thanks one more time for helping with this complicated task, the outcome of which means so much to Montanans and to many others throughout the nation.

[The prepared statement of Mr. Moore follows:]

Coyote Forest
P. O. Box 1017
Condon, Mt. 59826

March 21, 1988

BUD MOORE'S TESTIMONY BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES REGARDING MONTANA WILDERNESS BILLS INTRODUCED BY REPRESENTATIVE PAT WILLIAMS AND SENATOR MAX BAUCUS

My name is Bud Moore. I was born in Montana's Bitterroot Valley and spent most of my adult life working for the United States Forest Service which included assignments in the Northern Rocky Mountains, the Intermountain West and in Washington, D. C. My wife, Janet, and I now live in the Swan Valley of northwestern Montana where wilderness, the forest products industry, recreation and tourism, wildlife and water and agriculture are especially important to our economy and quality of living. Janet serves as State Representative for House District 65. I manage our forest lands including operation of a small logging and sawmilling business, trap furs during winter and do some creative writing. My major contribution to community welfare has, for several years, been the study of roadless areas under consideration for wilderness.

I thank the members of this Congress of the United States who have helped develop legislation that will decide the destiny of the last of Montana's wild and unroaded country. And I especially appreciate the work of our own delegation; Senator Melcher, Senator Baucus, Representative Williams and Representative Marlenee. This hearing, the legislation before us, and the decisions yet to be made are the fruits of unmeasurable work by the people of Montana, our governmental agencies and our Congressional Delegation. There are, of course, differences among us. There is, however, widespread agreement on one thing. We want the issue settled but not at the expense of unwise decisions that could degrade Montana's lands, its resources and the quality of life for its citizens.

Although I work with several business and conservation organizations, my purpose here is to represent no one but myself, my wife, and those Montanans who respect the reconnaissance, studies and recommendations I have made regarding the protection and management of public lands. I am here to speak on behalf of the earth and, as it relates to the issues before us, the potential of that earth to serve the people in the highest public interest. As Montana's Congressional Delegation already knows, I do not take stands on issues like this one unless I have examined an area and its resources in detail enough to understand both the capabilities and limitations of that land. I cannot, therefore, evaluate the legislation before us in total. My recommendations are confined to those areas where I have made field studies or in other ways become familiar with the values inherent in the land. My recommendations follow:

JEWEL BASIN - SWAN FRONT

Much of the southern portion of this area - Van Peak to Carmine Peak - was studied in detail by me and other residents of the Swan Valley and it is good to see that both bills have established boundaries nearly identical to those recommended in our report of September, 1978. Those boundaries and the Swan Front Wilderness proposal enjoy strong local support in the upper Swan Valley. I do not know the land well enough to furnish detailed advice on the northernmost section - Inspiration Point north to include Jewel Basin - except to say that historical use and past recommendations show Jewel Basin to be a remarkable candidate area for wilderness. And Senator Baucus' and Representative Williams' proposal to link the Jewel Basin to the Bob Marshall and Swan Front areas with a strip of wilderness looks good to me. That way, the Crest, though narrow in places, would remain wild and unbroken by roads. Wildness would be assured in the high country without impeding commercial activities in the drainages down below.

A copy is enclosed of the report entitled, A Recommendation for Managing Roadless Area S1485, Goat [illegible]eek to Swan-Clearwater Divide, Swan Mountains, Montana.1/

CLEARWATER-MONTURE

As near as I can tell from the maps available, both proposals for wilderness follow close to the boundaries agreed to by the Bob Marshall Alliance, Champion Timberlands, Pyramid Lumber Company and associated individuals. I agree with this and commend you for heeding the work of these progressive individuals and organizations. My support is based on long-time association with the area culminated by my study of land values and boundary locations in 1982. Unlike our work on the Swan Front, I did not prepare a formal report but instead drew conclusions from the details of my field journals and maps.

SELWAY-BITTERROOT ADDITION (Lantern Ridge - Lolo Peak)

This proposed addition is well known to me because of my hunting, trapping, exploration and writing about it for the past 63 years, my first visit on a huckleberry picking venture in the early twenties and the latest on a big game scouting trip in 1982. The greatest merits of this small addition to wilderness will be to protect the natural state of a scenic canyon of the South Fork of Lolo Creek and to maintain a vigorous ascent as an entry thereby protecting the upper reaches of the South Fork from overuse due to easy access.

1/ Enclosed only with the original testimony presented to the Committee.

Few, if any, commercial values will be sacrificed. Thanks for including this small yet significant area in both bills as wilderness.

GREAT BURN

Since I have not visited the perimeter of the Great Burn recently, I cannot evaluate the specific boundaries set forth in either bill. But I am glad both bills designate a major portion of the Great Burn as wilderness. I have known much of the area since boyhood and appreciate its outstanding wilderness values including several sites of prehistoric Native American activities. Montana is well served by this wilderness proposal. Yet some of the Great Burn's finest potential wilderness lies west of the Bitterroot Crest and, when the time is right, I urge the Congress to so classify appropriate lands in adjacent Idaho.

SAPPHIRES

Beginning at the suburbs of Missoula, Montana this remarkable range of mountains extends some 80 miles southward to connect the Continental Divide at the Anaconda-Pintlar Wilderness. The small, yet fascinating Welcome Creek Wilderness has already been established some 25 miles south of Missoula within the watershed of blue-ribbon Rock Creek. And among the basic considerations for its creation was a report prepared by Janet and I entitled, Public Treasures in the Welcome Creek Drainage, Sapphire Mountains, Montana. Consequently, we are delighted to see that Representative Williams' bill designates an area directly across Rock Creek - Quigg Peak - as wilderness. The inclusion in both bills of the Stoney Mountain area will also contribute to creating much-needed wild enclaves in the otherwise extensively logged and roaded Sapphire Mountains. The combination of the four wildernesses - Sapphires, Quigg Peak, Stoney Mountain, Welcome Creek - will also assure perpetuation of the rich wildlife resource of the Sapphires and help protect the water quality of Rock Creek and several tributaries of the Bitterroot River.

My comments on the southernmost area in the range - the proposed Sapphire Wilderness - are based on a study and field notes taken during July of 1974 and on subsequent trips to gather more information, the latest being in March, 1988. Because I view the unbroken wildness of the area from near Skalkaho Pass to the Anaconda-Pintlar Wilderness as the highest resource value and because water quality and wildlife habitat are important associated values, I am glad both bills protect the central highlands of the area and provide a connecting link across the headwaters of Moose Creek to join unbroken wild country with the Anaconda-Pintlar Wilderness.

I realize the Frog Pond Basin developments preclude a continuous wilderness along the Crest but believe the public value of a wilderness connection through upper Moose Creek outweighs the value of any commercial timber loss or loss of mechanized travel across the range.

The following summary, drawn from my field notes of 1974, provide more detailed information about the values included in the proposed Sapphire Wilderness. A copy of the entire report is also attached.[1]

Summary of Conclusions drawn from Bud Moore's Field Notes of 1974.

> "These foregoing field notes record my observations and thoughts during a five-day reconnaissance of the Sapphire Roadless Area. I traveled from Skalkaho Pass along the Bitterroot-Rock Creek Divide with short side trips onto its major spurs then returned to the lowlands via Moose Creek.
>
> My observations have drawn me to the following conclusions:
>
> 1. The unbroken wildness of the divide from Skalkaho Pass to the Anaconda-Pintlars is the highest resource value.
>
> 2. Associated with and complimentary to the divide's wildness are:
>
>   a. Water production
>   b. Wildlife (large and small birds & mammals).
>
> 3. The divide's trail is itself an important historical resource and should remain unbroken by roads.
>
> 4. The core along this divide of wildness, water and wildlife should be the central focus of planning with periphery values managed to protect it. Said differently, I would plan from the interior's high values outward not from the exterior values inward.
>
> 5. Lengthwide - north to south - the roadless area is big country. Across - east to west - it is small, indeed. Thus the divide's length is central to its quality of wildness and this length should remain unbroken by roads.
>
> 6. The entire divide area would be a fine candidate for wilderness.

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[1] Attached only to the original testimony presented to the committee.

7. Dozer trails built during the Sleeping Child fire detracts from wildness but under present strong anti 4-wheel-drive control policy will return to near-natural conditions in time.

8. Because the high-value wild resource is continuous throughout, the area should be studied and publicly discussed as a whole, not unit by unit.

9. Fire ecology studies ought to be included in the inventory for planning the area.

10. The Moose Creek Sale would threaten the critical, central wild resource because;

a. It is centrally located between the Legend Lake - Fish Lake high alpine country and the divide to the east and would thus become an enclave within high-quality wild resources.

b. It would narrow the wild area between the sale and the Frog Pond Basin mining claims so much so that the divide's wild resource continuity from Skalkaho Pass to the Anaconda-Pintlars might be lost.

11. In order to protect the divide's central wild resource, substantial commercial timber volume would have to be included within the wild area boundaries.

These foregoing are my personal conclusions about the central features of the Sapphire Roadless Area. They perhaps present little, if any, new information to people who have studied or long-used the roadless area. Nonetheless, I want them to be available and useful to citizens groups, industries and government agencies concerned with planning and managing the Sapphires, one of the finest mountain areas I've been privileged to visit."

OTHER MORE GENERAL OBSERVATIONS

It is appropriate that both bills specifically prohibit the establishment of buffer zones around wilderness for the purpose of protecting wilderness values. I know of the existence of no such zones in Montana nor of the intent to establish any. To the contrary, activities like road building, logging and reforestation have been underway along wilderness boundaries here in the Swan Valley for several years. Nonetheless, some of our local timber industry personnel have expressed concern that wilderness area buffer zones might curtail future forest harvest and management activities.

I'm glad Senator Baucus and Representative Williams have foreclosed that possibility. I am also grateful that in a few instances both bills contain provisions for future study of complex situations. We want the job done but we also want a good job done. Then, one more time, I thank you all for helping with this complicated task, the outcome of which means so much to Montanans and to many others throughout our nation as well.

Sincerely,

Bud Moore

William R. (Bud) Moore

Enclosures

Senator MELCHER. Thank you, Bud.
Ed.

STATEMENT OF ED MADEJ, MONTANA CHAPTER, SIERRA CLUB

Mr. MADEJ. Mr. Chairman, members of the subcommittee, my name is Ed Madej and I own and manage a small business in Helena, MT. In a volunteer capacity, I serve as Wilderness Chair for the Montana Chapter of the Sierra Club.

I would like to examine a major recreation myth which continually comes up in the wilderness debate. Are there large numbers of recreationists that are being locked out by the designation of new wilderness areas in Montana? To answer this question, we need to examine exactly what Montanans do for outdoor recreation, and then look specifically at what goes on in certain proposed wilderness areas.

If we look at the number of Montanans participating in various types of outdoor recreation, snowmobilers and ATV users are definitely in a minority. According to the Montana Department of Fish, Wildlife and Parks, 77 percent of Montanans day hike, 56 percent enjoy fishing, 38 percent hunt, 32 percent watch wildlife, 22 percent ride horses, 19 percent cross country ski, 16 percent snowmobile, 14 percent backpack overnight, and 11 percent use all terrain vehicles such as trailbikes.

If you look at the most strenuous non-motorized outdoor activities in western Montana compared to motorized activities, cross country skiers and backpackers outnumber snowmobilers and those who use ATVs by nearly 2 to 1. In such towns as Bozeman, the ratio is as high as three to one.

What opportunities are available for these motorized recreationists? Snowmobilers have 2,600 miles of marked or groomed trail in the state to enjoy their sport. Only 63 miles of these trails conflict with any proposed wilderness areas. As far as summer recreation is concerned, there are 12,800 miles of foot trail on our State's 10 national forests. The great majority of these trails, more than 50 percent, would remain open to motorized use under the conservationists' wilderness proposal.

Let's examine some specific areas. On the Rocky Mountain Front, there are claims that new wilderness additions would conflict with existing motorized use. Yet, the Forest Service's own figures from the Lewis and Clark Forest plan show that there is virtually no motorized use at all in the Renshaw Mountain and Falls Creek areas.

Overall in the Front, only 4 percent of the total recreation use is snowmobiling, and two and a half percent is trailbiking. Most of the snowmobile activity takes place on the groomed trails along the north fork of the Teton River Road. These trails do not conflict with any proposed wilderness boundaries in either the Teton River High Peaks, Choteau Mountain, or Deep Creek areas.

In the Little Belt Mountains south of Great Falls, the Kings Hill area is the third most popular snowmobile area in the state. Yet, none of the marked snowmobile trails conflict with either the Smith River or the Middle Fork Judith proposed wilderness areas.

The proposed 100,000 acre Tenderfoot Deep Creek wilderness has a national reputation for its fine trout fishing and spectacular canyon scenery. The 3- or 4-day flow trip on the Smith is enjoyed by over 2,000 people a year from throughout Montana and from 14 States nationally, making this trip the second most heavily used overnight flow trip in the state. All of this floating use is non-motorized use.

According to the Forest Service's figures, two-thirds of the rest of the recreational use other than floating in the Tenderfoot is non-motorized. Combining these figures with the floating use, fully 80 percent of the recreational use of the Tenderfoot Deep Creek area is non-motorized.

What these examples show is that motorized users such as snowmobilers and ATV users are a minority of recreationists in Montana, yet they have a lot of recreational opportunities open to them. Designation of new wilderness areas will not significantly impact motorized users, but will protect the majority of non-motorized recreationists in these proposed areas.

I have also prepared a series of graphs detailing the motorized and non-motorized recreational uses in Montana's wildlands, which I would like to submit for the record.

Thank you.

[The prepared statement of Mr. Madej follows:]

STATEMENT OF
ED MADEJ
SIERRA CLUB
MONTANA CHAPTER

BEFORE
THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS
OF THE
SENATE NATURAL RESOURCES COMMITTEE

HEARINGS ON THE MONTANA WILDERNESS BILLS
S.1478 AND H.R.2090

MARCH 22, 1988

ED MADEJ
SIERRA CLUB, MONTANA CHAPTER
920 BRECKENRIDGE
HELENA, MT 59601
406-443-7300 (W)
406-443-5271 (H)

Mr. Chairman, members of the subcommittee, my name is Ed Madej and I own and manage a small business in Helena, Montana. In a volunteer capacity I serve as wilderness chair for the Montana Chapter of the Sierra Club. The Sierra Club has 450,000 members nationwide and 1,200 members in Montana.

I would like to examine a major recreation myth which continually comes up in the wilderness debate. Are there large numbers of motorized recreationists that are being "locked out" by the designation of new wilderness areas in Montana? To answer this question, we need to examine exactly what Montanans do for outdoor recreation and then look specifically at what goes on in certain proposed wilderness areas.

If we look at the number of Montanans participating in various types of outdoor recreation, snowmobilers and ATV users are definitely a minority. According to the Montana Department of Fish, Wildlife and Parks, 77% of Montanans dayhike, 56% enjoy fishing, 38% hunt, 32% watch wildlife, 22% ride horses, 19% cross country ski, 16% snowmobile, 14% backpack on overnight trips and 11% use all terrain vehicles such as trail bikes and quadrunners.

If you look at the most strenuous non-motorized outdoor activities in western Montana compared to motorized activities, cross-country skiers and backpackers outnumber snowmobilers and those who use ATVs by nearly two to one. In some towns such as Bozeman, the ratio is as high as three to one.

What opportunities are available for these motorized recreationists? Snowmobilers have 2,635 miles of marked or groomed trail in the state to enjoy their sport. Only 63 miles (2%) of these trails conflict with any proposed wilderness areas. Only 10% of the snowmobilers in Montana use the public lands off of these marked trails, which may bring them into conflict with proposed wilderness areas.

As far as summer recreation is concerned, there are 12,817 miles of foot trail on our state's ten national forests. The great majority of these trails, 70%, are already open to ATVs. More than 50% of these national forest trails would remain open to motorized use under the conservationist's wilderness proposal.

Let's examine some specific areas. On the Rocky Mountain Front, there are claims that new wilderness additions would conflict with existing motorized use. Yet the Forest Service's own figures from the Lewis and Clark Forest Plan show that there is no motorized use at all in the Renshaw Mountain area and virtually none at all in the Falls Creek area. Overall on the Front, only 4% of the recreational use is snowmobiling and 2.5% is trail biking. These are not significant conflicts.

Snowmobilers claim to use the Nevada Mountain proposed wilderness on the Helena National Forest. Yet the Nevada Mountain area has been closed to all motorized use for nearly three years by the Forest Travel Plan, a plan the snowmobilers did not appeal.

In the Tobacco Root Mountains non-motorized users outnumber motorized users by more than two to one. Even if all of the Middle Mountain area and the Hollowtop Lake area were to be protected as wilderness, 80,000 acres of the surrounding roadless area would be outside of the wilderness and available for motorized use.

In the Little Belt Mountains south of Great Falls, the Kings Hill area is the third most popular snowmobile area in the state, yet none of the marked snowmobile trails conflict with either the Smith River or Middle Fork Judith proposed wilderness areas.

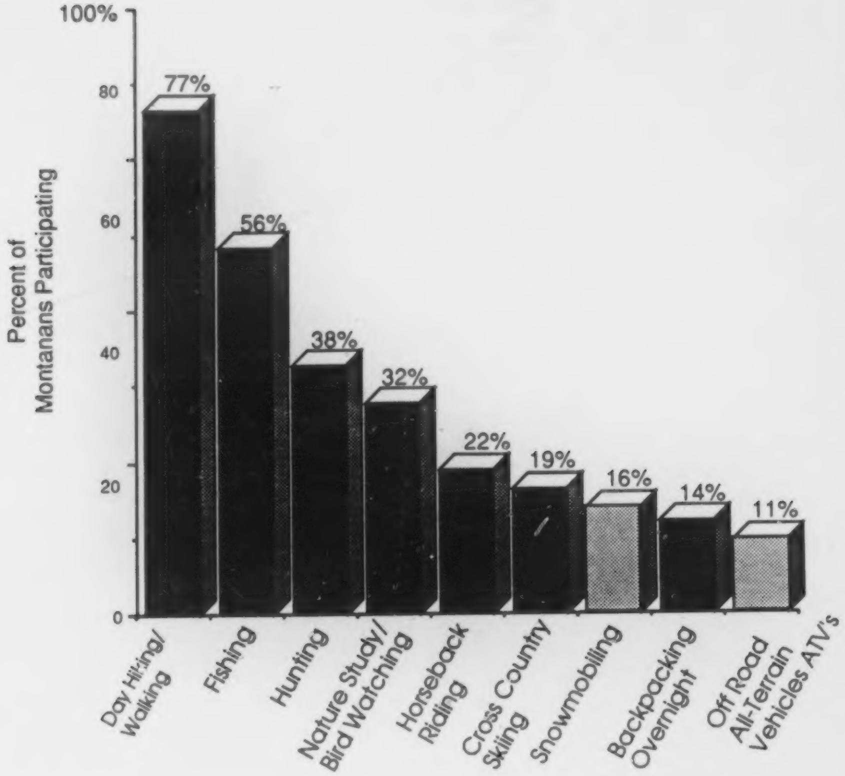
What these examples show, is that motorized users such as snowmobilers and ATV users are a minority of recreationists in Montana, yet they have a lot of recreation opportunities open to them. Designation of new wilderness areas will not significantly impact motorized users, but will protect the majority of non-motorized recreationists in these areas.

As co-author of "The Hiker's Guide to Montana," I get dozens of people asking me the same question each summer: "Where can I take my family on a short overnight hike to a quiet, uncrowded mountain lake?" The answer is easy, somewhere in Alaska! Quiet, uncrowded campsites near mountain lakes are in short supply in Montana because of too much roadbuilding and logging by the Forest Service, and too many trails left open to motorized use. By strengthening the two wilderness bills before you, the Senate can protect the opportunity to find a little peace and quiet in Montana's vanishing wildlands.

OUTDOOR RECREATION PARTICIPATION IN MONTANA

RECREATION ACTIVITIES, ALL OR PART OF WHICH OCCUR ON TRAILS

- The majority of trail based recreationists in Montana are non-motorized. Snowmobiling and ATV'ing make up a small part of the outdoor recreation spectrum.

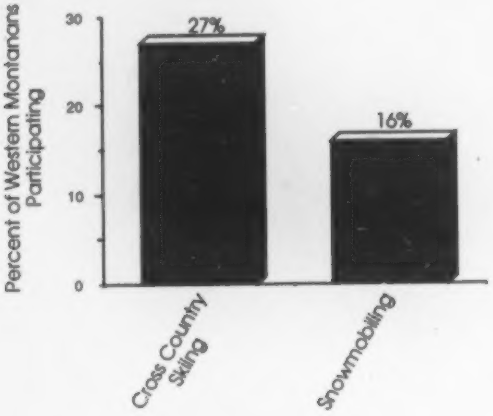


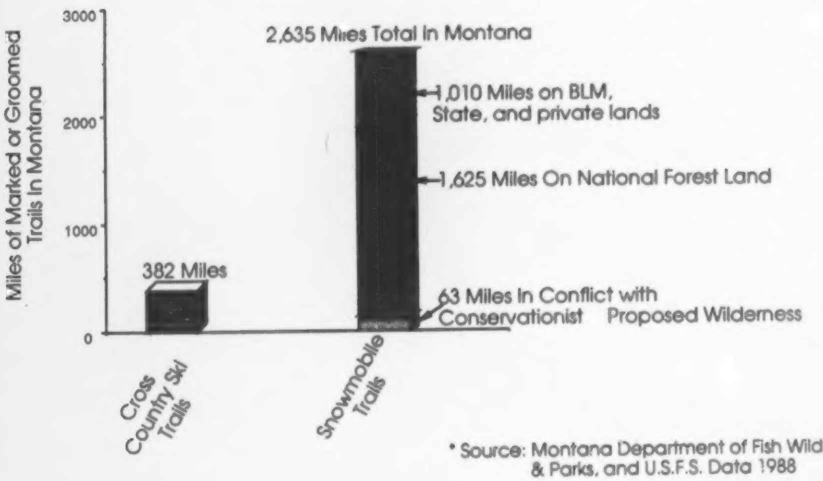
* Source: Montana Department Fish Wildlife & Parks 1986

WINTER RECREATION

Trail Based Recreation Activities

- In Western Montana Cross Country Skiers outnumber Snowmobilers by nearly 2 to 1, yet there are 7 times as many miles of marked snowmobile trails than cross country trails.





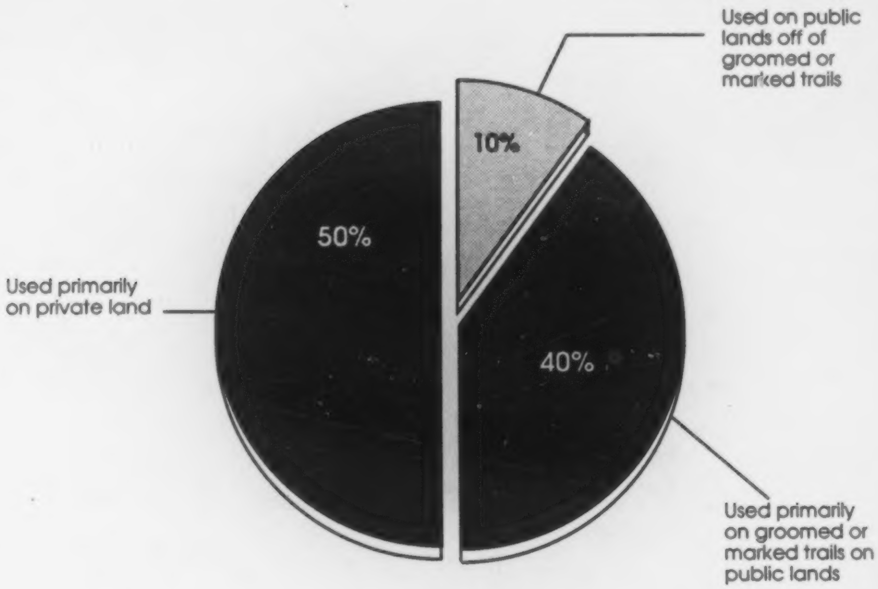
* Source: Montana Department of Fish Wildlife & Parks, and U.S.F.S. Data 1988

WINTER RECREATION

Snowmobile Use In Montana

- Most snowmobile use in Montana takes place on private lands and on groomed or marked trails on public lands. Only 10% takes place off trail on public lands which MAY conflict with proposed wilderness.

100% = 30,000 Snowmobiles In Use In Montana

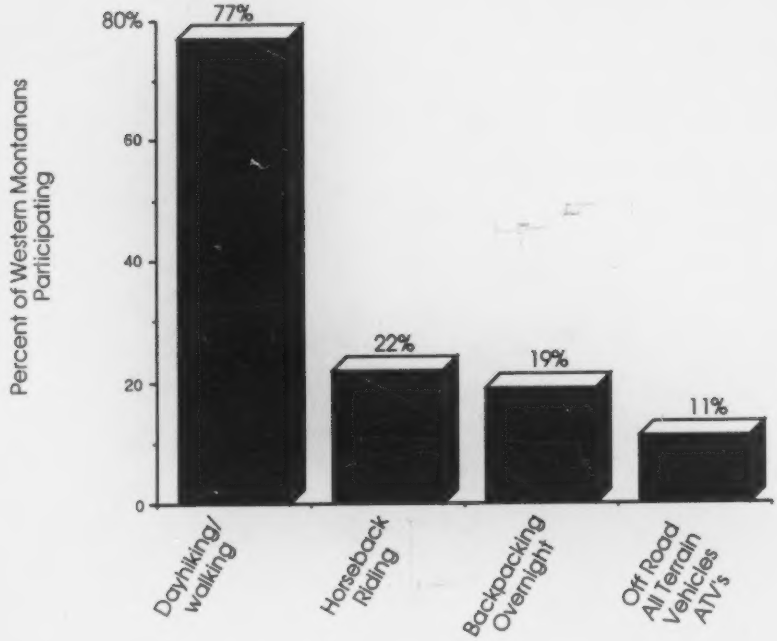


* Source: Montana Department of Fish Wildlife & Parks 1985 & 1988

SUMMER RECREATION

Trail Based Recreation Activities

- Among those living in the Western half of Montana, dayhikers outnumber those who use ATV's by 7 to 1, while horseback riders and backpackers outnumber those who use ATV's by 2 to 1.



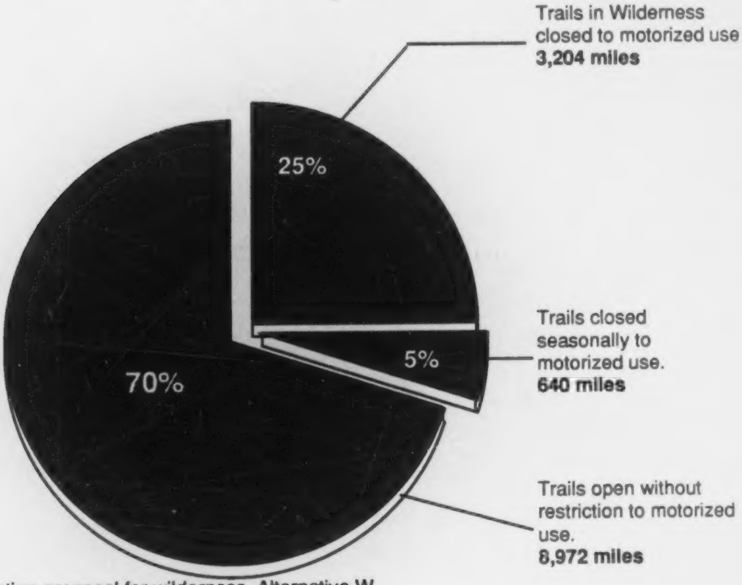
* Source: Montana Department of Fish Wildlife & Parks 1986

SUMMER RECREATION

Montana's National Forest Trails

- The majority of trails (94%) in Montana are found on the ten National Forests in the state.

100% = 12,817 miles



- If the conservation proposal for wilderness, Alternative W, were enacted more than 50% of the National Forest system would still be open to motorized use.
- There are 23,100 miles of National Forest roads in Montana, most of which are available for motorized use.

* Source: U.S. Forest Service 1981

Senator MELCHER. Thank you, Ed.

Ed Lewis, I recognize that when you're testifying for the Greater Yellowstone Coalition, you're looking at the Gallatin, it's a lot of different areas. Let me ask you about two of them.

On Cowboys Heaven, that's one of the areas that is in disagreement. There are two programmed timber sales in the lower elevations. Do you believe that it would be wise to split that in two and leave the higher elevations for wilderness?

Mr. LEWIS. Senator Melcher, the importance of Cowboys Heaven is as a critical link between the higher elevation portions of the Lee Metcalf wilderness area, the Spanish Peaks in particular, and the lower elevation areas. As I understand it, they would total approximately 15 million board feet, and basically the conflict here is with Brand S over in the Livingston area.

We're talking about approximately 3 months of operations of Brand S and two timber sales scheduled over the next 10 years. That is the only perceived conflict at all with respect to Cowboys Heaven. We're quite pleased with the boundaries as proposed in the Senate and House bills and would hope that you would enact those areas into Cowboys Heaven's wilderness. That is a very important area for wildlife and a very important critical link between those portions that are now in the Lee Metcalf wilderness and those which were left out previously.

Senator MELCHER. On the Crazy Mountains, the second question I had was on the Crazy Mountains. There is a lot of private land in there, and I believe the purpose of the study is to try to arrive at land consolidation. In general, the management has been about as good as you can hope for with all that private land in there, is it not?

Mr. LEWIS. Well, we don't believe so, Senator Melcher. There have been a number of major timber cutting activities in the northern part of the range.

Senator MELCHER. On private land?

Mr. LEWIS. On private lands, yes. So we've had conflicting uses between the Forest Service land and the private land. I know the Forest Service has worked hard for some time to try to bring about a reduction in this conflict and elimination of this checkerboard ownership.

But we would encourage that search to continue. We would encourage in the meantime protecting the Crazy Mountains until such time as these land checkerboard problems can be worked out, so that this spectacular mountain range can be protected.

John Daggett, who will testify later on, is intimately familiar with the Crazies and can answer any specific questions you have about each of the drainages that we're asking that they be protected as well.

Senator MELCHER. Well, I'll wait until then. When I said management, of course, I meant by the National Forest Service employees, the Forest Service. Their management in general I believe has been good on this particular area. I think the main concern is access, is it not?

Mr. LEWIS. That is one of the issues.

Senator MELCHER. Isn't that the main concern?

Mr. LEWIS. Well, there's very limited access to some of the trail systems, and unless some of the creeks that we've mentioned in our specific written testimony are included in wilderness protection, you may see the cutting off of major trail systems in the Crazies.

Mr. SCOTT. Senator, could I mention one thing about the Crazies?

Senator MELCHER. Access for hunters? Is that what you were referring to? Access for hunters, or not?

Mr. LEWIS. I'm talking about access for those that want to use this back country and get to the higher elevation portions of the Crazies.

Senator MELCHER. My understanding is that the main concern is access for hunting. Am I wrong?

Mr. LEWIS. I think there is concern about accessing the trails to get into the Crazies for hiking, for backpacking, and for all kinds of uses, Senator.

Senator MELCHER. Do you think I'm wrong, then?

Mr. LEWIS. I don't know, Your Honor. Excuse me. Senator Melcher.

Senator MELCHER. Pardon me?

Mr. LEWIS. Senator Melcher, I don't know the extent of the concern with respect to access for hunters.

Senator MELCHER. Seems like that's a major concern in Billings. That's what I hear.

Mr. LEWIS. That's not the concern that I've heard about.

Senator MELCHER. Where do you hear about it?

Mr. LEWIS. I'm hearing about concern in terms of keeping those trail heads open.

Senator MELCHER. No. I mean, what areas of the State?

Mr. LEWIS. We specifically spell out the drainages that need to be covered——

Senator MELCHER. No. How many people?

Mr. LEWIS. Pardon?

Senator MELCHER. People. What areas of the State? Am I wrong? That's what I hear, that the major concern is access for hunting.

Mr. LEWIS. In the Crazy Mountains specifically?

Senator MELCHER. Yes.

Mr. LEWIS. I don't know, Senator Melcher.

Senator MELCHER. It's a pretty widespread concern in the Billings/Laurel area. Did you want to add to that, Mike?

Mr. SCOTT. Senator, the principle concern we have with the boundaries that are contained in both the Senate bill and the House bill relate to the fact that they exclude a lot of the lower elevation long valleys that go up to the higher peaks. Those valleys are slated for a lot of timber harvest.

And that's just where the wildlife that the hunters are concerned about resides most of the time. We are asking the boundaries to be enlarged to protect some of those access points so that as people go up there to hunt or fish, that the areas in which they go will be protected.

Senator MELCHER. Thank you very much. Senator McClure.

Senator MCCLURE. First, Mr. Chairman, let me tell you that I hope to be able to cooperate with the Senators from Montana and watch as you develop the proposals. I am here primarily to listen.

But there are a couple of areas, more than two areas, that are right along the Montana/Idaho border. We're trying to coordinate our actions with those Montanans so that we make some cogent decisions with respect to areas which are difficult to distinguish which State they're in. And we ought to try to manage a cohesive unit that straddles the State line.

I have one question for you, Ed. You made a statement on page two of your statement with respect to the types of outdoor recreation activity. I'm not quarreling with your figures. I just want to understand what it is you're saying.

At the bottom of page two you compare the most strenuous nonmotorized outdoor activities in western Montana to motorized activities. You say that cross country skiers and backpackers outnumber snowmobilers and those who use ATVs by nearly 2 to 1.

Yet, I look at the percentages in the paragraph preceding, and the ratio is really 33 percent to 27 percent according to those figures.

Mr. MADEJ. That's true, Senator. The figures in the paragraph above that are statewide figures. This is based on a study by the Montana Department of Fish, Wildlife and Parks.

Senator MCCLURE. So you're making a distinction between statewide and——

Mr. MADEJ. And western Montana, where most of our wilderness proposals are.

Senator MCCLURE. Thank you. Two of you have made statements with respect to Lionhead, which is one of those areas on the Idaho/Montana border, with respect to Bighorn Sheep protection. This is an area on which I have received some criticism. I shouldn't say we because it's only the governor and I who support the bill. The rest of the people seem to be opposed to the bill we have.

The Lionhead is one of those areas on which we were criticized by snowmobilers because we did designate all of that for wilderness on the Idaho side of the border. And snowmobilers are fighting back, saying they've had access to that area.

What light can you shed on the question of the protection of Bighorn Sheep Winter Range so far as the high country is concerned on Lionhead?

Mr. SCOTT. Senator, as you know, in the Montana portion of Lionhead, there is a drainage called Watkins Creek which goes up to the top of the border, and goes off into the Idaho side. It's our understanding that in your bill, you include the headwaters of the Watkins Creek drainage——

Senator MCCLURE. That's correct.

Mr. SCOTT [continuing]. Where, at the high elevation area, there is a wintering herd of bighorn sheep. The conservation community in Montana has recommended that the Watkins Creek portion of the Montana side be included as wilderness.

Senator MCCLURE. What I really am getting at is, what information can you give me with respect to the bighorn sheep wintering at those high elevations?

Mr. SCOTT. With respect to the impact of snowmobiling on those——

Senator MCCLURE. No. I want just the fact that they're there, first.

Mr. SCOTT. They are there.

Senator MCCLURE. And they winter at those high elevations in the deep snow.

Mr. SCOTT. Up in the headwaters. There are, as I understand it, on the other side—and I think Ed Madej may have some more information on this—there are some wind scoured slopes up there where they do winter.

Senator MCCLURE. That's the kind of information that I'm seeking, if you have that.

Mr. MADEJ. I'm not really familiar with the bighorn sheep controversy there. I have hiked and skied through the area though. We have tried to examine how much snowmobile conflict there was with the area when the Governor of Montana was making his wilderness recommendations. On two separate occasions we could not get the Governor's aides into the area on snowmobiles because of adverse snow conditions. It's a very rugged area in the winter to try to access.

Mr. SCOTT. Senator McClure, I might mention that my colleague here pointed out that Jim Posewicz, who represents the professional biologists of Montana, will be testifying a little later. He will be talking about the wildlife values of all these areas. He might be able to give you specific details.

Senator MCCLURE. And my second question concerns something you've already made reference to. That is, there is snowmobile use in that area now, and has been for some years. A wilderness designation would cut off that existing use. Is there evidence that the existing snowmobile use in that area is adverse to the bighorn sheep?

Mr. SCOTT. Again, as far as details go on that, I would refer you to Mr. Posewicz.

Senator MCCLURE. All right. Thank you very much. And thank you, Mr. Chairman.

Senator MELCHER. Senator Baucus.

Senator BAUCUS. Thank you, Mr. Chairman.

Ed, your statement, on the top of page 8—excuse me. Ed Lewis. I'm sorry. Page 9, you mentioned that the Gallatin annually spends over $3.5 million on its timber program, and almost $1 million on roads, while it collects $500,000 in timber receipts.

Do you know how much the Forest Service spends in the Gallatin on recreation, roughly? I was trying to determine how many annual dollars are spent on different uses and what the receipts, what the benefit is.

Mr. LEWIS. Yes. We can check those figures for you. But I believe it's approximately $400,000.

Senator BAUCUS. So if you could reconfirm that, I would appreciate that.

Mr. LEWIS. And that information is covered in the economic study we will be submitting to supplement the record, which includes an analysis of recreation grazing and timber on the Gallatin Forest.

Senator BAUCUS. And the study you referred to is the Congressional Research Service Study?

Mr. LEWIS. There are several studies. The one we're submitting was prepared by Cascade Holistic Economic Consultants. It's a detailed economic analysis of the timber program, the grazing program, and the recreation program on all of the forests of the Greater Yellowstone ecosystem. It specifically indicates with respect to the Gallatin that the Gallatin is losing almost $4 million annually on its timber program.

The other study that you are referring to was prepared on the Greater Yellowstone ecosystem by the Congressional Research Service. It indicates that approximately 93 percent of the jobs related directly to the Gallatin are recreation oriented jobs, whereas approximately 10 percent of the jobs are in the timber industry.

Senator BAUCUS. Bud, could you address the Moose Creek corridor and snowmobile trail please, based upon your knowledge of that trail and how it's used and how important that trail is?

Mr. MOORE. First of all, Senator Baucus, I feel that——

Senator BAUCUS. I'm sorry. Go ahead.

Mr. MOORE. I feel that the snowmobile association, the people that will testify a little later, can give far greater information on that than I can. But I can say this, that when it comes to Moose Creek itself, that connection that connects across to the Anaconda Pintler, I believe I can safely say there is no snowmobile use through Moose Creek itself.

Where the snowmobilers cross from time to time is a little further north. They go up Martin Creek and get up in the high country. There's a good snowmobile trail under the proposed wilderness that goes along the foothills there, up pretty high. But there is some occasionally snowmobile crossing that goes across that high country up above Legend Lake and Spud Lake.

But again, I don't want to speak for the snowmobile people. They know that country, and I think a little later on we'll hear them. But the connecting part, the part that really connects across there, I think the snowmobile folks will verify that they don't go up Moose Creek itself in there. That's all pretty clean and it's good wilderness quality land.

Senator BAUCUS. So you think the Moose Creek corridor itself is not used.

Mr. MOORE. Yes, I don't think so. It's a little bit further north. It may tough the Moose Creek drainage up real high, right on top. But they don't go up Moose Creek, I don't believe.

Senator BAUCUS. I have a general question for the panelists if we have time. That is, here is your opportunity to make your argument that Montana's economic development depends upon recreation, tourism, etc. I'm really trying to address the basic question of our economic future. Obviously the timber industry, agriculture, mining, are extremely important to our state.

I think it's equally obvious that tourism and outfitting and other industries are extremely important to our state as well. You are the group that is probably more interested in the latter than the former categories, so I'm giving you an opportunity to make your best case, and to just tell us what you think the economic future of our state really is.

Mike, why don't you begin.

Mr. SCOTT. Thank you, Senator. I think there are a couple of important points here. First off, none of us are saying that there is no future in the state of Montana for timber, mining, oil and gas, or other industries. They are and will remain and continue to be important components of Montana's economic future.

However, what is key here is that most of those industries, in fact, all those industries are affected by economic trends that are much larger than the state of Montana. What happens to timber harvests depends an awful lot on the price trends nationwide and internationally. The same is true for minerals. If OPEC produces another million barrels a month of oil and the price of oil drops, that is going to affect what happens to Montana's oil and gas industry far more than whatever the state of Montana can do in terms of tax incentives or benefits to the state.

There is one area, though, where Montana has a much greater degree of self determination, if you will. There was recently in Bozeman about 4 or 5 months ago a Wall Street of the Rockies panel that came up. One of the questions that was put to one of the economists was, what do we do with our economy here in Montana? And this gentleman's answer was, he said, concentrate on what for the rest of the country is a relatively scarce economic resource, the wild places, the beautiful places that you've got. Capitalize on that. Tell the people of the country about it and have them come.

The state tourism bureau recognizes that. People come to use the blue ribbon trout streams, to hire the outfitters, to stay at the dude ranches. They are a significant portion of the economy of the state of Montana. They will be able to grow. My testimony points out that that is really probably the growth sector of the state of Montana.

It's been an undervalued sector, and it's one I think that we as all Montanans really should invest more time and energy into, to insure that it's going to grow. And wilderness plays a key component of that because the dude ranches are next to wild places, the outfitters outfit in wild places, the blue ribbon trout streams come out of them, the wildlife is dependent on them.

And the wilderness bill that you introduced, the recommendations we're making, really will enhance that reputation of Montana as sort of the wild place of the lower 48. As one person put it, a lot of people never get to Alaska, but the next best thing to Alaska is the people that get to Montana.

Senator Baucus. Thank you. There's not a lot of time, but if someone wants to take a crack at it.

Mr. Moore. Yes. I'd like to take just a quick crack at that. First of all, I think Montana's future, a lot of it lies in our ability to recycle, perhaps with small businesses or even large businesses, recycle our resources more before we send them out of the State. There is a great future there.

But then the switch over to recreation for a moment. I think what we ought to sell in Montana in the recreation area is our lifestyle. This is where the people that we contact are extremely interested. I know that if I wanted to, I could have our bunkhouse loaded with—well, maybe not loaded—but I could have all I could carry year round. In fact, half year round people are staying there now free. But they're interested in how we live, what we do. They want to go down to my sawmill. They want to take a hike in the Bob.

But it's our lifestyle that we haven't promoted. And I would offer that. For example, there are people who like to ride on the logging trucks. Again, I'm not speaking for the loggers. They probably don't want them there. But, why not charge $50 a day to let somebody ride the logging trucks? A great adventure up into the highland. We just haven't touched this sort of thing, and we've got to do it.

Mr. MARCHION. When I look at the economic future of Montana, three of the basic industries—mining and agriculture and timber—mining is based on discoveries and based on mineral prices. It's very cyclical. Agriculture and timber, if they're going to continue to be industries into the future, we have to use those resources as they renew. We're in a world competitive market and we're not going to employ more people than we do today unless we do something else additional with the materials we have. They have to be competitive.

A good example is, I think 1987 was a very good year for the timber industry. Their receipts were up, the amount of timber they harvested was up, the amount of wood products they produced was up. They did it with 2,000 less people. That's the way of the future in that industry.

However, we have to attract some new industries in. Again, I agree with Bud. I think it's our lifestyle. The thing we have to offer in Montana is a place for somebody to do business, a tax system that's going to work for them. That's something we can work on. And a big thing is, we have to have a work force.

I think we have a good work force in Montana. There are lots of people who would love to come to Montana to work, and I think businesses know that. The reason people want to come and stay and live in Montana is again because of the opportunities for outdoor recreation, those opportunities that we have.

So I think we need to protect that as we attract industries in, like the U.S. West proposal that came out. A big key for us in trying to get that in was that they could locate that in Bozeman and they knew they would not have trouble getting a good workforce there because people all over the country would love to work in Bozeman.

Senator BAUCUS. Thank you very much. I appreciate it.

Senator MELCHER. I had one question that I forgot to ask you, Bud. It was partially answered when Senator Baucus asked you about the snowmobilers.

When you do your conclusions from your field notes in 1974, did a snowmobile route go over the top at that time, intersecting this divide from Skalkaho to the Anaconda Pintlers?

Mr. MOORE. I can't say that for sure because I made my studies and my trips at that time all in the summertime. So I wasn't there in the winter to determine whether snowmobilers were actually crossing. But I can say that for a good deal of the part that's in wilderness, it wouldn't be a routine family type crossing, then or now. It's one of those places where folks might like to go to challenge, to see if they could make it.

For example, I talked to a resident of the East Forks of the Bitterroot, just 3 or 4 days ago, who participates in this sort of thing. He told me that a couple of years ago, there were 16 of them who started across the Sapphires to go across. Twelve of them fell out. Two couples did make it through and went out up over Legend Lakes, above that high country, and out to Frog Pond Basin, and came back a day or two later. They went on over to Georgetown Lake and then came back.

But only two couples, 4 people, were able to make that, out of 16, which gives you some sort of an idea what kind of a trip it is. But again, I don't know what was going on. Except in 1974, there was some indication of dirt bikes, Senator. After you come down off that peak high country and begin to get into the vicinity of Frog Pond Basin where those mining claims and cabins have been for years, there was some dirt bike use then. But I couldn't, of course, see the snowmobile signs.

Senator **MELCHER**. All right. Thank you very much, Bud.

Our next and last panel for today is Janelle Fallan, Montana Petroleum Association, Edward Neibauer, EPS Resources Company, John Warne, from Billings, a consulting geologist, Gary Langley from the Montana Mining Association, and Eugene Smith from U.S. Borax Co. I understand they will be accompanied by but not testifying Jackie Stevens, northwest regional manager of exploration and Terrence Belton, a land representative for Texaco.

Janelle Fallan.

STATEMENT OF JANELLE K. FALLAN, EXECUTIVE DIRECTOR, MONTANA PETROLEUM ASSOCIATION

Ms. **FALLAN**. Thank you, Senator. If you have no objection, the order in which the oil and gas witnesses would like to testify are myself, Terry Belton, Ed Neibauer, and Jack Warne. If that's OK with you, we believe our testimony would be a little bit more logical in that order.

I am the executive director of the Montana Petroleum Association, which is the Montana Division of the Rocky Mountain Oil and Gas Association. I would like to thank you for the opportunity to present our views and for those individuals to present the views of their companies today and tomorrow. I have submitted written testimony which I will be summarizing.

First I would like to say that we are not automatically opposed to the designation of wilderness. However, we believe several important points must be considered in the drafting of the bill.

The first is whether the proposed lands have been adequately explored for mineral potential. Montana is a geologic frontier. Less than three percent of the State's surface has been fully evaluated for oil and gas. A successful oil well has yet to be drilled on the Rocky Mountain Front, largely because of severe access restrictions and the recent economic slump.

However, major production has been established on the Front in both Wyoming and Alberta. Indeed, the Waterton Field, less than 50 miles north of the Montana border, has produced more gas in its 30-year history than the entire State of Montana, which is gas prone, has produced in 70 years.

When we state that lands of high favorability should remain available for exploration and development, we are also fully knowledgeable of the numerous existing Federal and State regulations that protect all of our Nation's environmental resources.

In other words, wilderness designation is not the only way to protect lands. Further, modern exploration drilling and reclamation techniques minimize the area an amount of disturbance which in all cases is only temporary. All existing leases should be removed from wilderness boundaries.

Whatever provision refers to current rights, as a practical matter it would be extremely difficult to obtain permits for activities on designated wilderness additions. Also, existing water rights must be protected so that no express or implied reservation of water is created through wilderness designation. This concern was also referred to by Mr. Overbay.

Mr. Overbay also mentioned my second point and, for us, the most critical component of any wilderness bill, which is the permanent release of non-wilderness lands. The soft release language adopted in other States does not achieve multiple use in non-wilderness areas. Instead, it seems only to ensure that non-wilderness lands will be released from wilderness study until the next round of planning. The Forest Service continues to manage those lands as though they were wilderness or other semi-primitive classification.

A 1985 study revealed that two-thirds of adult Montanans would allow oil and gas development on lands adjacent to wilderness areas, and that 83 percent would allow development on Federal land not in wilderness or national park.

Third, again, I would support the comments of Mr. Overbay on this. We believe special management areas to be unnecessary. There is no management of special resources in such areas that could not be achieved through forest plans. However, special management areas, being legislatively mandated, do not allow for change as situations and conditions change. Forest plans do and should be allowed to work.

My fourth and final point concerns the value of oil and gas development to Montana. Wilderness is not a major part of Montana's economic base. Further use of national forests and wilderness areas for recreation has either declined or experienced less growth in the 1980's than expected.

In fiscal year 1986, State and local oil and gas taxes and royalties, including those received from Federal lands, totaled more than $152 million. Income from Federal oil and gas leases goes to our schools, which are facing major budget cuts this spring.

To conclude, we encourage you to develop a reasonable wilderness bill, one with hard release language that takes into account lands with resource potential and maintains access to them, that protects existing rights and that recognizes that wilderness designation is not the only way to protect lands.

Thank you for the opportunity to testify.

[The prepared statement of Ms. Fallan follows:]

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TESTIMONY TO THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

MONTANA WILDERNESS BILL

BY JANELLE FALLAN
MONTANA PETROLEUM ASSOCIATION

MARCH 21, 1988

My name is Janelle K. Fallan. I am employed by Rocky Mountain Oil and Gas Association as director of the Montana division, the Montana Petroleum Association in Helena, Montana.

RMOGA is a trade association representing hundreds of companies and individuals involved in all phases of oil and gas activities throughout the Rocky Mountain states. Our membership is diverse, and includes major companies as well as small and medium-sized independent operators active in this region. These operators employ some 90,000 people in jobs directly affiliated with the oil and gas industry in the Rocky Mountain area, and account for more than 90% of the oil and gas resources produced in this eight-state area. Continued access to federal lands for oil and gas exploration and development is of paramount importance, not only to our members, but to the local, state, regional and national economy as well.

We welcome the opportunity to appear before this Subcommittee. We believe the time has come to resolve the RARE II issue once and for all, and we applaud the efforts of Senator Melcher in attempting to develop acceptable legislation on this very sensitive issue.

We have appeared before Congress on numerous occasions over the past several years on RARE II wilderness legislation. We have urged Congress to adopt balanced bills which would satisfy the many users of the public lands. We have stressed the need for protection of special, environmentally-sensitive lands, while advocating the return to multiple use of other areas, which would remain subject to restrictions and stipulations to protect the environment from unnecessary impacts. We believe such a balance can be achieved in legislation.

Our position on wilderness legislation in general, and on the Montana Wilderness legislation in particular, has four basic components. We believe:

1. Lands of high geologic favorability should remain available for mineral exploration and development.

2. Balanced wilderness legislation can only be achieved with permanent release of lands determined to be unsuitable for wilderness designation.

3. Lands not designated wilderness should be managed according to Forest Plans and should not be burdened with additional Congressional direction.

4. The State of Montana would benefit by oil and gas exploration and development of its federal lands.

Let me also say at the outset that RMOGA is not stridently opposed to the designation of wilderness areas as some would like to believe. We recognize that there clearly are lands which are sensitive and unique, and which qualify for special management and protection. I and the people I work for hunt, fish, ski, hike and enjoy scenery like all Montanans. However, we believe there are two things which must be taken into account in the determination of what type of protective management is warranted or required for these lands.

Unknown Geological Potential

First, an area's subsurface resources are potentially as important as an area's surface resources. We believe that an area's mineral resources should be explored prior to placing it in an highly restrictive status or to making permanent decisions regarding land management. This was also the approach taken by Congress for designated wilderness areas when it provided, in the 1964 Wilderness Act, a 20-year window for mineral exploration and development before permanently withdrawing these lands from access.

Unfortunately, much of the land recommended for wilderness through pending legislation has not been adequately evaluated for its mineral potential. We believe areas of high geologic favorability should remain open to exploration so that if oil and gas resources are present in significant quantities, they can be produced for the benefit of the people of Montana and the nation. Many of our members have visited countless times with members of the Montana Delegation to share company data about the geologic favorability of these areas. This information, while not definitive, is the best data available about the resource potential of frontier lands.

The State of Montana is a geologic frontier for oil and gas exploration. Less than 3% of Montana has been fully evaluated for its oil and gas potential. A successful oil well has yet to be drilled in the Montana Disturbed Belt along the Rocky Mountain Front, largely because of severe access restrictions and the recent economic slump in the energy industry. However, it is important to recognize that major production has been established directly across the Canadian border in Alberta, as well as to the South in the Overthrust Belt in Wyoming. Both of these areas are geologically similar to the Montana portion of the Rocky Mountain Front. The petroleum industry is particularly interested in exploration in Montana because in the 70 years since the first commercial wells, Montana has produced 1.2 billion barrels of oil and around 2.2 trillion cubic feet of gas. That 2.2 TCF produced in 70 years, is less than Shell Canada's Waterton gas field, 50 miles north of the border, has produced in 30 years. The potential is clearly there, but Montana's frontier lands need to be explored in a careful fashion and, if resources are found, they should be produced in an environmentally safe manner.

In order to determine the best use of various lands, however, the Congress must have all the relevant information about the land's resources -- both surface and subsurface. If the mineral resources are unknown because exploration has been prohibited, then a critical component to sound decision-making is blatantly lacking.

The second factor which should be taken into account in determining what type of land management prescription is best for these areas is that wilderness designation is not the only way an area's surface resources can be protected from harm. Existing statutes, including the National Environmental Protection Act, the Federal Land Policy and Management Act, the National Historic Preservation Act, and scores of others, provide superlative protection for all of our nation's environmental resources. It is simply in error to assume that unless a particular area is designated wilderness it will not be protected from misuse. The State of Montana is presently drafting a programmatic EIS to further insure that environmental safeguards be applied to wells drilled in areas that may be regarded as environmentally sensitive. While only private leases will be subject to any new requirements, federal and fee leases frequently adjoin. Further environmental study of such private leases may well serve as an added protection of federal lands in an area.

Moreover, the oil and gas industry has proven that our operations are entirely compatible with the environment. In fact, in the Gros Ventre Wilderness, designated in the Wyoming Wilderness Act of 1984, two well sites were previously drilled and reclaimed with no noticeable environmental impacts. So unnoticeable were these impacts that the areas were thought to be totally wild, and were found to be entirely suitable for wilderness designation, even though drilling had taken place. Modern industry operational techniques minimize the area and amount of disturbance, and rehabilitation capabilities have reached such a level of competence that the impacts of oil and gas operations are virtually, if not entirely, unnoticeable, and in all cases only temporary in nature. Reclaimed drillsites on the Rocky Mountain Front and other environmentally sensitive areas in Montana are evident only from the metal marker. In places where the marker was cut off below the ground at the land owner's request, there is NO visible evidence of oil and gas exploration.

It is our firm belief, therefore, that lands proposed for wilderness designation in any legislation should first be evaluated for their mineral potential prior to their designation as wilderness. We also recognize that, coupled with industry's technological capabilities to operate safely in environmentally-sensitive areas, the extensive environmental laws, regulations, and policies currently in effect make wilderness designation unnecessary to provide adequate protection for the environment.

Valid Existing Rights

The proposed wilderness bill would place current lessees at a disadvantage. Payment for oil and gas leases is a strong indication of a company's interest in the geology of an area, and in its commitment to development. You will hear from other witnesses that existing leases are within the boundaries of proposed wilderness additions. We encourage the Committee to exclude all existing oil and gas leases from the boundaries of the proposed wilderness area.

Regardless of the current provision designed to protect valid existing rights, the practical fact remains that it would be extremely difficult to obtain permits for operations on lands within the wilderness boundaries. Strong language governing the valid existing rights language included in any legislation designating new wilderness areas or in other restricted areas is vital. Such language is needed to demonstrate Congress' intent to protect the rights of the leaseholder and to assure that the leaseholder has access to his property.

We have several examples of instances where despite Congressional intent, leaseholders of lands "protected" by valid existing rights are experiencing difficulty in maintaining access. The Gros Ventre Wilderness area in Wyoming is one such example where access, even though pre-existing leases are present, has been an issue of great controversy.

Reserved Water Rights

Protection of existing water rights is needed through legislation that will ensure no express or implied reservation of water rights through the creation of wilderness areas. This is a particularly problematic area that we would hope the entire delegation would give more serious consideration.

Release Language

The most critical component, however, of any balanced wilderness legislation is language providing for the permanent release of lands determined to be unsuitable for wilderness designation. It continues to puzzle us that there is still so much controversy over this issue: that is, the permanent designation of some lands as wilderness, and the permanent release of non-wilderness lands from continual wilderness study to multiple use and resource development. There can be no balanced legislation if this type of release is not adopted. Lands placed into wilderness designation remain so in perpetuity or until Congress determines otherwise. While we surely recognize that Congress can alter the statutory classification of any lands at any time, we believe some certainty for management of non-wilderness areas must be provided in the interim for the many users of these public lands.

A 1985 study by the Bureau of Business and Economic Research at the University of Montana revealed that two-thirds of adult Montanans would allow oil and gas development on lands adjacent to wilderness. Eighty-three percent said development should be allowed on federal land not in Wilderness or National Parks.

We have seen the practical inadequacy of the existing "soft" release language included in the Wyoming Wilderness Act and other states for which it has been adopted. The language only seems to ensure that non-wilderness lands will be released from wilderness study until the next round of planning: it does not release them for non-wilderness multiple uses or resource development. The Forest Service continues to manage them as though they were wilderness, or other semi-primitive classification. This, we believe, does not provide an equitable balance for public land users.

Our experience with this release language is that it is tantamount to a continued wilderness designation in "released" areas. We believe specific changes must be made to the release language contained in a wilderness bill to ensure the practical release of lands for multiple users, specifically commodity interests. We have submitted release language to Senator Melcher and have attached a copy to this testimony.

Special Management Areas

We must also voice our opposition to the concept of special management areas. Congress has already given policy direction to the Forest Service in the form of the Multiple Use and Sustained Yield Act of 1960, and the Rangeland and Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976. Besides the relatively clear direction of these statutory instructions, the Congress has seen fit to fund the employment of nearly 30,000 permanent full-time employees nationwide in the Forest Service to implement these directions.

But still there is a perceived need to create special classifications and take the management of these lands out of the professional hands of the Forest Service for some undetermined amount of time, and possibly in perpetuity. We believe that forest plans are sufficient -- indeed, are designed to protect the resources of certain lands.

Special management areas protect certain resources while permitting selected other uses. This is one of the purposes of forest plans. Under forest plans, decisions are dynamic and can be changed as situations and conditions change. Special management areas, being legislatively mandated, do not allow for change.

Forest management plans are developed under a disciplined process that requires that lands be managed for as many uses as possible, and that requires when allocations are made for single or few uses, the trade-offs must be recognized and analyzed. Further, such planning decisions are subject to appeal by parties adversely affected by the decision. Again, not so of the legislative process.

We do not question the authority of the Congress to create special classifications of lands. We only suggest that the classifications created in this bill remove the authority of the Forest Service to manage even though through its planning process, the Forest Service may likely reach the same conclusions about how these areas should be managed. The Forest planning process was developed under the guidance of Congress, and although we have our differences with specific aspects of the process, we believe it a fundamentally sound management structure. We also believe that the trained professionals within the Forest Service are best able to make the on-the-ground decisions necessary to implement this system.

Thus, we respectfully submit that the process be allowed to work. We believe legislation should be limited to which areas should be designated as wilderness, and should leave the management of the remainder of the National Forest System to the Forest Service in accordance with existing Congressional mandate.

The State of Montana

Finally, we would like to point out that currently there are already 14 million acres of wilderness in the Rocky Mountain States, and over 3.4 million acres of wilderness in Montana alone. A Montana Poll cosponsored last September by the Great Falls Tribune and the Bureau of Business and Economic Research addressed the sufficiency of the state's wilderness. In essence, Montanans said they are satisfied with the current amount of wilderness in the state. Fifty-four percent said we have enough and eight percent said Montana has more than is needed. In our opinion, this extensive amount of acreage provides a superlative and diverse wilderness system with easy access for Montanans and other Westerners. Coupled with the millions of acres of national parks, wildlife refuges, and other preservation classifications, the amount of land in Montana already withdrawn from multiple use for environmental protection is staggering. Further, many of the areas under debate are so remote from the smallest population centers that their very inaccessibility provides its own kind of buffer. We can therefore see no reason to make substantial additions to the wilderness system in Montana.

Wilderness areas are not a major part of Montana's economic base and use of national forests and wilderness areas for recreation declined, or experienced less growth than expected in the 1980s when compared to the 1970s, a University of Montana report has revealed. This report, also from the Bureau of Business and Economic Research, notes that the overall trend in recreation activities in the 1980s has been quite different from that of the 1970s in both Montana and the United States. The growth rate of total recreation use of national forest land rose rapidly during the 1970s but has been much lower during the 1980s.

Four factors are believed to have led to this decline in the rate of growth in wilderness use and most forms of outdoor recreation: Population and demographic factors -- the "baby boomers" who are traditionally the most avid recreationists are aging so that the pool of potential recreationists is growing much more slowly; Income -- as incomes have risen less rapidly, people are less able to afford recreation; Leisure time -- past trends of the standardization of the 40-hour work week, paid vacations and increased affluence of the elderly are not as pronounced as in past decades; and Travel costs -- the completion of the interstate and expanded air service were among improvements making outdoor recreation and other leisure activities at distant locations cheaper and more convenient in the 1960s and 1970s.

"Past recreation growth should not be automatically translated into a justification for wilderness areas to satisfy future needs," the report stated.

The report also evaluated the direct contribution of wilderness areas to Montana's economy, identifying out-of-state visitors to wilderness areas as a component of nonresident travel, which is one of the state's basic industries. Labor income associated with nonresident travel was about $109 million, or about 6.4 percent of Montana's economic base, the report stated, and the labor income associated with nonresident wilderness users was estimated to be about $9.5 million in 1985. This represents about one-half of one percent of the total for all basic industries.

The report concluded that wilderness areas are not a major component of Montana's economic base. Even if additional wilderness areas could double the number of nonresident visitors, which is considered unlikely given current trends, the most generous estimate would still be only about 1 percent of the state's economic base.

As you well know, Montana is a state in economic trouble.

The state has lost more than 11,000 basic industry jobs since 1979. While the state has more total jobs now than in 1979, they are in the service industries, which are traditionally lower-paying. The gap between Montana per capita income and national per capita income has widened steadily since 1979. Narrowing that gap depends on the state's ability to add more well-paying jobs in non-farm basic industries. It takes one employee to produce about 7,000 barrels of oil on the average, so as production drops, employment drops. Montana production in 1987 was the lowest since 1956. Montana has suffered a rash of closures of derivative industries in the past year. Many of those were oil-field related.

Consider the importance of oil and gas to state and local governments. In FY 1986, state and local oil and gas taxes and royalties, including federal royalties and bonuses, totaled more than $152 million. This does not include local property taxes on plants and equipment, nor does it include state and federal personal income taxes derived from industry activity. To put this into perspective for people used to dealing with multi-billion dollar budgets, Montana's state general fund budget for FY 1985 was $361 million. Oil and gas is a sizable source of revenue for state and local governments, and this revenue is dwindling as exploration is curtailed. Further land withdrawals will only exacerbate this precarious situation. Another recent Bureau of Business and Economic Research study focusing on Rocky Mountain Front counties found the potential for oil and gas development to be much higher than for timber or agriculture, while the economic value of expanded wilderness would lead to no more than a slight expansion of tourism and recreational jobs. While economic value is certainly not the only measure that can be applied to land it is one of the most objective and for many people, one of the highest values.

In conclusion, RMOGA and MPA encourage the Montana Delegation to develop a reasonable wilderness bill for Montana: one which resolves the RARE II issue through permanent release language, along with wilderness designation, which takes into account the resource potential of many of these unexplored lands and maintains access to them, which provides strong valid existing rights language, and which recognizes that the best wilderness system is not necessarily the largest one which can be assembled. Given the significant resource potential of many of the lands being proposed for wilderness, it seems only logical that some account should be made for other needs of the state and the nation. This is particularly important now with our nation's growing dependence on foreign sources of energy.

Thank you very much, Mr. Chairman and Members of the Subcommittee, for the opportunity to present our views on this legislation.

PROPOSED RELEASE LANGUAGE
ROCKY MOUNTAIN OIL AND GAS ASSOCIATION

The enactment of this legislation shall be conclusive as to the legal and factual sufficiency of the environmental impact statement prepared relative to the Roadless Area Review and Evaluation (RARE II) with respect to the National Forest System lands in the State of Montana and no court shall have jurisdiction to consider questions with respect to the sufficiency of such statement under the National Environmental Policy Act of 1969 (42 U. S. C. 4321-61).

Areas in the State of Montana reviewed in such final environmental statement or referred to in subsection and not designated wilderness or wilderness study upon enactment of this Act shall be managed for the full range of multiple uses in accordance with land management plans pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976: Provided, that such areas shall not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of the initial land management plans.

The Congress hereby determines and directs that with respect to national forest lands, the Roadless Area Review and Evaluation (RARE II) of national forest lands shall be deemed, for the purposes of all land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976 (Public Law 94-588), to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System.

In the event that revised land management plans in the State of Montana are implemented pursuant to Section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976, and other applicable law, areas not recommended for wilderness designation shall not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of such plans and areas recommended for wilderness designation shall be managed for the purpose of protecting their suitability for wilderness designation as may be required by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976, and other applicable law.

The Secretary of Agriculture shall not review any National Forest System lands for inclusion in the National Wilderness Preservation System unless expressly directed by Congress after the effective date of this Act; and no such lands shall be managed for protecting their suitability for possible wilderness designation unless directed to be reviewed for wilderness suitability pursuant to this section.

BUFFER ZONE LANGUAGE

Congress does not intend that designation of wilderness areas in the State of Montana lead to the creation of "protective perimeters" or "buffer zones" around each wilderness area. The fact that non-wilderness activities or uses can be seen or heard from areas within the wilderness shall not, of itself, preclude such activities or uses up to the boundary of the wilderness area.

f9/wrls

Senator MELCHER. Thank you. Did you recommend Terrence Belton for Texaco go next?

Ms. FALLAN. Yes, if that's satisfactory to you, Senator.

Senator MELCHER. We don't care. We take it any way it comes.

STATEMENT OF TERRENCE BELTON, LAND REPRESENTATIVE, TEXACO, INC., CENTRAL EXPLORATION DIVISION

Mr. BELTON. Mr. Chairman, members of the subcommittee, my name is Terrence Belton, land representative for Texaco, Inc., central exploration division located in Denver, CO.

I appreciate the opportunity to comment on behalf of Texaco regarding the various Senate and House bills now being considered for Montana wilderness legislation.

Texaco has invested approximately $900,000 in lease acquisition and seismic cost along the Montana eastern front range area adjacent to the Lewis and Clark National Forest boundary, stretching from township 17 north to township 25 north, range 8 and 9 west.

Through our seismic and geologic research, we have developed a number of exploration prospects which are adjacent to or overlap with the H.R. 2090 proposed Bob Marshall eastern wilderness additions, namely Choteau Mountain, Deep Creek, Renshaw, Silver King and Volcano Reef, and also the proposed Gibson Reservoir National Recreation area.

Essentially, H.R. 2090 is proposing to expand most of the existing eastern Montana wilderness boundary to the Lewis and Clark National Forest eastern boundary line. Texaco believes that this area has extremely high oil and gas potential, and we presented confidential seismic and geologic information, some details which evidence this potential.

We're proposing a compromise to H.R. 2090 which we believe preserves those prospective areas, yet still allows for significant expansion of the wilderness boundary. We recommend deleting approximately 83,000 acres from the H.R. 2090 bill. You have a map delineating that compromise. Please note that the H.R. 2090 as originally introduced was much closer to our proposed compromise.

We hope that our willingness to show you specific technical information indicating high oil and gas potential and our good faith effort to develop a compromise solution in a very specific area will facilitate accomplishment of a very difficult task which your committee has embarked upon in attempting to balance the varied research values involved, whether it be timber, wildlife, scenic, mineral, or any other resource existing in a particular geographic area.

Texaco has in the past and will continue to cooperate in any way necessary with the appropriate governmental agencies in order to minimize any environmental impact which might result from its exploration or development activities.

I would like to comment briefly on several issues of a more general nature with respect to wilderness legislation. It's Texaco's opinion that with the exception of designated wilderness areas, public lands should be managed for multiple use, and oil and gas leasing, exploration and development should not be prohibited, particularly in areas of medium to high oil and gas potential.

We therefore recommend elimination of so-called special management areas which are off limits to oil and gas activity or severely restrict such activity by use of no service occupancy leasing stipulations. This amounts to de facto wilderness management. We also oppose the legislative withdrawal of certain designated areas, such as scenic wildlife and national recreation areas from oil and gas activity. Such is the case with the Gibson National Recreation area.

And finally, we advocate strong release language so that once a geographical area is determined not to be suitable for wilderness, it will be made available for oil and gas leasing, exploration and development.

In closing, I would like to thank you again for this opportunity to provide comments, and sincerely hope that this will be helpful to you. If any committee members would like more detailed information, particularly of a geologic or geophysical nature, we'd be happy to meet with you in private upon your request. Thank you.

Senator MELCHER. Mr. Neibauer of EPS.

STATEMENT OF EDWARD NEIBAUER, DIRECTOR OF OPERATIONS AND ENGINEERING, EPS RESOURCES CO.

Mr. NEIBAUER. Ladies and gentlemen, thank you for allowing me to express my views here today. My name is Edward Neibauer. I was born and raised in the Billing/Laurel area. I am an engineering graduate from Montana State University in Bozeman. I founded EPS Resources in 1981 to explore and develop hydrocarbons throughout Montana and the United States.

My family has been involved with the economic developments in Montana for many years, primarily the railroading and agricultural industries. As we know, these industries have not generated new tax revenues for the State in recent years. In fact, the railroading, agricultural and other industries have been on a decline, and because of that, the educational systems throughout Montana has seen severe cutbacks due to decrease in State money supplies. What is a nation without education?

The oil and gas industry has been committed to the great state of Montana for decades and has seen the good times and the bad times. The oil and gas production in the state has also been on a decline in recent years, and new developments must take place in order to replace those declining production and revenue figures.

EPS Resources has acquired a major position in the Blackleaf unit, which is located adjacent to the Bob Marshall wilderness along the Rocky Mountain Front in Teton County. This area along the Rocky Mountain Front or the Montana Overthrust has shown significant potential for oil and gas production. The Blackleaf unit has already produced 6 billion cubic feet of gas and 30,000 barrels of oil in only 5 years of production, with an estimated minimum amount of $4.5 million in tax and royalty revenues generated for the state and the Federal government.

Therefore, with additional exploration efforts, more hydrocarbon can clearly be discovered and definitely make a significant monetary impact to the State and Federal Government. These new tax revenues would no doubt help in shaping Montana's economic development programs.

EPS Resources is proposing to delete from the proposed wilderness bills approximately 8,000 acres of land adjacent to the Blackleaf unit known as the Volcano Reef/Choteau Mountain area. These lands are needed to develop the oil and gas structures that have been currently defined. But more importantly, EPS and other oil and gas companies need additional acreage along the Rocky Mountain Front to fully define and develop the potential oil and gas structures which are known to exist.

As a native Montanan and business owner with a substantial investment in Montana, I believe Montana has already established itself as a wilderness state, with approximately 3.4 million acres in wilderness lands and an additional 1.2 million acres in the national park system. The State of Montana needs more stable tax generating employment opportunities and the Rocky Mountain Front provides this arena.

Thank you very much.

[The prepared statement of Mr. Neibauer follows:]

EPS Resources Company

5655 South Yosemite
Suite 460
Englewood, CO 80111
(303) 721-7920

March 17, 1988

Senate Energy and Natural Resources Committee
Washington, D.C.

Gentlemen:

EPS Resources Company, a private oil and gas company based in Denver, Colorado, has acquired a major position in the Blackleaf Unit located adjacent to the Bob Marshall Wilderness in Teton County, Montana. There are currently four (4) wells capable of producing commercial amounts of natural gas and gas condensate. The total amounts of state and federal tax revenues generated from the property since first production (1982) are estimated to be approximately $4,500,000. An additional ten million ($10,000,000) in tax revenues for Montana and the Federal Government is possible if development of the property is allowed. The subsurface area of the two (2) gas fields within the Blackleaf Unit (Blackleaf and Knowlton) is approximately 640 acres per structure. While the surface area needed for production is minimal, the areal extent of subsurface structures can be quite large.

The current proposed Wilderness Bill (HR2090) as understood by EPS has included approximately 8000 acres that should be included in the development of the Blackleaf Unit. The acreage (as shown in Exhibit "A") is situated adjacent to the Unit. If this acreage is included in the proposed Wilderness Bill, it would have a significant adverse impact on EPS and others on the development of known geological structures on or near the Blackleaf acreage. It is EPS' belief that the exclusion of this acreage from the current proposed Wilderness Bill would not significantly impact the overall acreage proposed and could in fact provide significant additional oil and gas reserve discoveries and future production and tax revenues to the state of Montana and the Federal Government.

The requested deletion of potential hydrocarbon bearing acreage represents only 0.6% of the total 1,300,000 acres proposed for wilderness.

Senate Energy and Natural Resources Committee
March 17, 1988
Page Two

EPS Resources Company and its affiliates will cooperate totally with the appropriate regulatory bodies when developing these lands. There will be extra precautions taken on to assure a minimal impact on the environment (the wildlife and their surrounding habitats). Therefore, it is the position of EPS Resources Company to maximize revenues from these lands while still providing a favorable environment for wilderness.

Thank you for considering our concerns on this issue.

Sincerely,

EPS RESOURCES COMPANY

Edward Neibauer

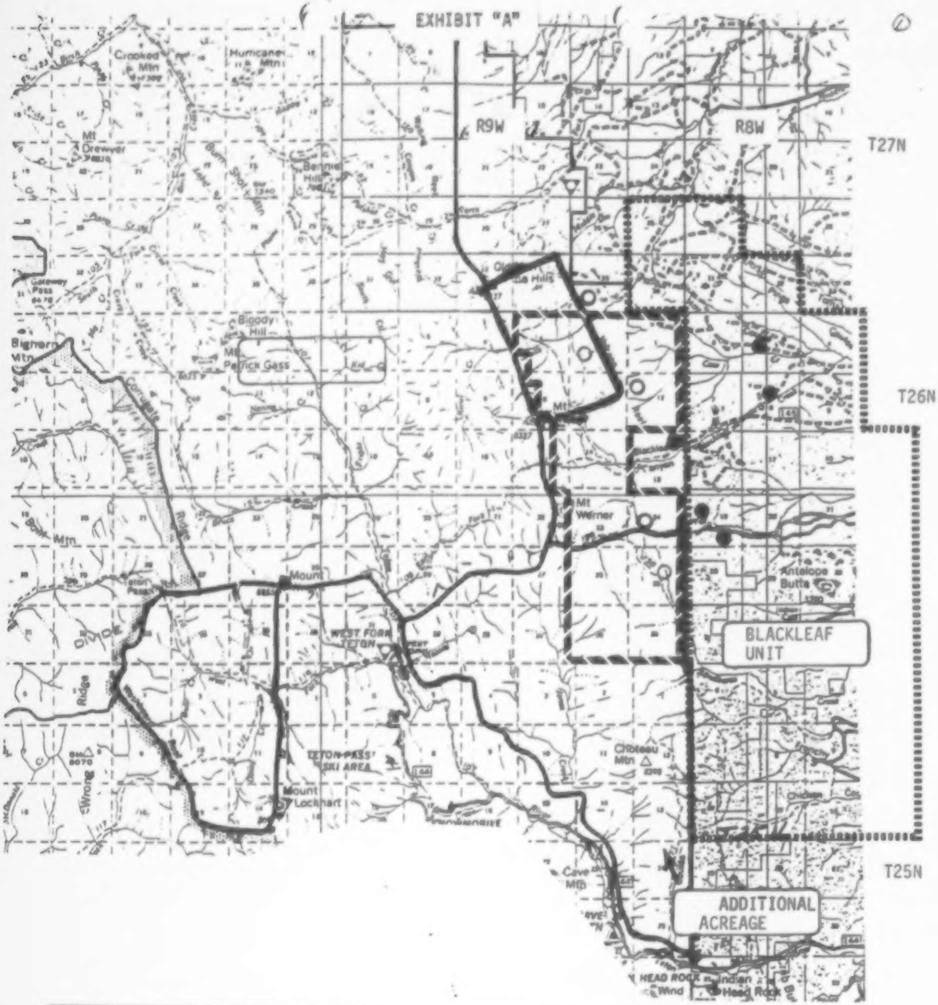
Edward Neibauer
General Partner
Director of Operations/Engineering

EN/dak

Enclosure

EXHIBIT "A"

①


R9W
R8W
T27N
T26N
T25N
Crooked Mtn
Hurricane Mtn
Mt Drewyer
Bennie Hill
Bloody Hill
Mt Patrick Gass
Bighorn Mtn
Teton Peak
Mount
WEST FORK TETON
TETON PASS SKI AREA
Mount Lockhart
Mt Werner
Antelope Butte
BLACKLEAF UNIT
Choteau Mtn
Cave Mtn
ADDITIONAL ACREAGE
HEAD ROCK
Indian Head Rock

● Gas Well

○ Proposed Location

Current Boundary (HR2090)

Proposed Boundary (EPS)

Bob Marshall Wilderness Additions
(Rocky Mtn. Front)
HR 2090 (Oct. 13, 1987)
Lewis & Clark National Forest
Teton County Volcano Reef

Senator Melcher. Thank you.
Mr. Warne.

STATEMENT OF JOHN R. WARNE, CONSULTING GEOLOGIST, BILLINGS, MT

Mr. Warne. Mr. Chairman, my name is John Warne. I am a consulting geologist from Billings, Montana. In my oral testimony I would like to summarize the written testimony which I have provided the committee.

Over the last 30 years I have spent a significant part of my professional career studying the oil and gas potential of the Thrust Belt in western Montana. The Thrust Belt is a geologic feature that extends from southern Alberta into Montana along the Rocky Mountain Front, as shown on this map which is Figure One in my written testimony.

On the Canadian side of the border, a large number of very large oil and gas fields have been found in the Thrust Belt as shown by the red spots on this map. On our side of the border, there has been less exploration because a large part of the area that is geologically favorable for finding these large oil and gas fields is off limits to exploration because it lies under Glacier Park or under already designated wilderness.

But during the last few years, the oil industry has accumulated enough seismic data along the mountain front to locate several large structures capable of holding the same kind of oil and gas reserves as these fields in Alberta. One of these areas is the Silver King area west of Great Falls.

Now, on this map which is Figure 2 of my written testimony, the pink area represents two large structures that have been defined by seismic data that have the capability of holding a trillion cubic feet of gas reserves. The gray stipple pattern represents new wilderness that would be created by the Baucus and Williams bills which are currently under consideration.

The new wilderness that would be created by these bills covers up so much of the potentially productive structure that oil companies would be very reluctant to spend the millions of dollars necessary to explore the small area outside the new wilderness.

Now, in 1986, Senator Melcher submitted a bill that provided for less wilderness in the Silver King area, but it also created or would have created a national recreation area in the eastern part of the area, so that the total acreage that was off limits to exploration would be about the same as the Williams and Baucus bills.

But back in 1984, Senators Baucus and Williams—excuse me. I'm sorry. Senators Baucus and Melcher had prepared a bill, S. 2850, that created some wilderness and special management areas on the western side of the area, and the wilderness boundary that was in that bill is very close to the Forest Service recommendations.

Now, I supported that bill in 1984, and also the Forest Service outline, and I still support this version. And it's my understanding that the Montana Congressional delegation came to some kind of consensus agreement for this version in 1984, and I hope that you could go back and do that again for this area.

The difference between this bill and the other two is only about 12,000 acres in this area, but its a critical 12,000 acres because including it in wilderness could deny Montana a large economic resource. And the uniqueness of this 12,000 acres is not its wildlife and recreational values, because those values are repeated over millions of other acres in western Montana. What is unique about this 12,000 acres is its geology, which indicates the potential for a major economic resource for Montana.

Thank you for the chance to present this testimony.

[The prepared statement of Mr. Warne follows:]

John R. Warne
Consulting Geologist

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Phone 406/252-3170

March 21, 1988

Senator Dale Bumpers, Chairman
Subcommittee on Public Lands, National Parks and Forests
Room 308 Dirksen Building
Washington, D.C. 20510

RE: MONTANA NATURAL RESOURCES PROTECTION ACT
SILVER KING ADDITION

Mr. Chairman:

Montana could lose a major source of revenues, jobs and energy unless a reduction of about 12,000 acres is made in the Silver King Addition to wilderness proposed by the three most recent Montana wilderness bills, S.1478, S.2790 and HR.2090. I favor a bill previously submitted by Senators Melcher and Baucus in 1984 (S.2850) because it is a reasonable compromise between wilderness and development that would allow production of much of the potentially large gas or oil resources in this area. The Lewis and Clark National Forest's Final Plan would also preserve these economic benefits while protecting the environment in the absence of a wilderness bill.

The Silver King area is located along the Rocky Mountain Front west of Great Falls. Geologically, the Mountain Front is part of the Thrust Belt which may be the last place in Montana where we can still expect to find giant oil and gas fields - the kind that can make a big difference in Montana's economy. To paraphrase a statement someone made regarding the Arctic National Wildlife Refuge, what is unique about the Mountain Front is not its recreation and wildlife values for these are repeated over millions of other acres in western Montana. What is unique about the Mountain Front is its geology which indicates large oil and gas potential that is not repeated in many other areas.

I have been studying the petroleum geology of the Montana Thrust Belt for almost 30 years as an independent explorationist and consulting geologist. During this time the oil and gas industry has accumulated seismic and geological information that has now reached the critical mass that allows us to make some predictions with confidence. This information indicates that the Rocky Mountain Front is an extension of the Alberta portion of the Thrust Belt. Major oil and gas reserves have been found just north of the U.S. border in this geological environment as shown on Figure 1. Along the Mountain Front in Montana we have a similar concentration of deeply buried organic material that is the source of the oil and gas in Alberta. We have the same temperature history to convert the organic material to oil and gas. The same reservoir beds that hold the oil and gas extend into Montana. The same types of geologic structures that trap the oil are also present in several parts of the Mountain Front. One part of the Mountain Front that has particularly high oil and gas potential is the Silver King Addition to wilderness called for in S.1478.

SILVER KING ADDITION

Seismic surveys and geological data in the Silver King Addition have identified two large structures which could accommodate major oil or gas pools as shown in red on the enclosed maps, Figure 2, and Cross Section, Figure 3. These pools could contain at least a trillion cubic feet of gas and possibly much more. Even one trillion cubic feet at a price of $3.00 per thousand cubic feet means three billion dollars of gross revenue, $450 million in state and local tax revenues, $375 million in state and Federal royalty payments plus many jobs. Most or all of these benefits will be lost if either S.1478 or HR.2090 becomes law without modification because these bills put most of the prospective area off limits to oil and gas exploration.

COMPARISON OF BILLS

Baucus and Williams Bills, S.1478 and HR.2090 - The maps on Figure 2 compare the effect of new wilderness proposed in S.1478 and HR.2090 with other proposals for the Silver King Area. These two bills put so much of the potentially productive area off limits to oil and gas exploration that oil companies would be reluctant to explore the small portion remaining outside the new wilderness boundary. Thus, the promising benefits of large resources would be lost.

Melcher Bill of 1986, S.2790 - The 1986 Melcher bill includes less land in wilderness than the Baucus and Williams bills, but it bans oil and gas exploration in most of the rest of the favorable area by including it in a National Recreation Area. This bill in its present form is just as bad for oil and gas as the Baucus and Williams bills. However, the 1986 Melcher bill, S.2790, could easily be made less onerous for oil and gas exploration by changing the wording to allow oil and gas activities in the Silver King portion of the proposed Ben Stong National Recreation Area. The bill contains precedent for such wording in another part which establishes the Elkhorn National Recreation Area where oil and gas activities would be allowed according to the bill.

Melcher-Baucus Bill of 1984, S.2850 - This bill is a reasonable compromise between wilderness and development. While it bans oil and gas activities in about half the favorable area through a combination of wilderness and special management areas, it allows exploration on about 12,000 more acres than S.1478 and HR.2090. This is sufficient room for development of a significant share of the resources.

U.S. Forest Service - Final Plans developed by the Lewis and

Clark National Forest and Helena National Forest call for 18,190 acres of new wilderness in the northwestern part of the Silver King area while allowing oil and gas exploration in much of the rest under strict environmental controls. These Final Plans were developed by unbiased professionals who considered the topography, wildlife, and recreation values, along with the timber, livestock, mineral, and petroleum potentials. In the areas where oil and gas activities are allowed, the Plans provide strict stipulations to protect natural values. While the new wilderness proposed in the Forest Plans covers part of the area favorable for oil, I favor this alternative because the amount of land left out provides the most incentive for oil and gas exploration.

ENVIRONMENTAL CONCERNS

The petroleum industry has shown that it can operate in areas like the Mountain Front with very little effect on wildlife and recreation values. Many people have the idea that oil and gas fields will devastate the countryside; that gas fields are like huge strip mines. Attached are photos of some actual examples from the Rocky Mountain Front which show what little impact ensues from oil and gas development.

The first photo, Figure 4, shows a gas well drilled on a mountainside just south of Blackleaf Canyon. This will is currently shut-in, but when the gas is produced, a small shed will be built over the well to enclose the surface equipment and contain a gas meter. Also, a treater will be built near the well. This treater will look like a small tank or silo. The well-site will occupy an acre or two of ground. Since State regulations allow only one gas well per square mile, little of the total surface area will be affected.

The second photo, Figure 5, is the reclaimed drill-site of a dry hole drilled near the mouth of Blackleaf Canyon. The State Oil and Gas Conservation Commission ordinarily requires that a steel marker like the one shown in the photo be cemented in the top of the surface casing to identify the drill-site, but the landowner has the option to ask the oil company to cut the surface casing off below plow-depth and cover it up instead of setting a marker post. This drill-site blends in so well with its surroundings that, without the marker post, it would be very hard to tell that an exploration hole had ever been drilled here.

Some people are concerned about the effect of oil and gas operations on wildlife. Safeguards in the National Forests' Final Plans and stipulations in oil and gas leases such as no occupancy on steep slopes, no drilling near water bodies, and no occupancy during elk mating and calving seasons mitigate any effects on wildlife.

RECOMMENDATIONS

The amount of new wilderness in the Silver King Addition called for by the Baucus S.1478 and Williams HR.2090 bills should be reduced by about 12,000 acres to allow exploration for potentially large oil and gas pools indicated by seismic data. As they stand, these bills could deny Montana significant benefits by making it impossible for companies to explore for a large resource.

First choice would be to use the wilderness boundary proposed by the Lewis and Clark National Forest.

As a second choice, I support the Melcher-Baucus bill of 1984 (S.2850). It offers a reasonable compromise between wilderness and development and would permit production of a good part of the potentially large oil or gas field. I believe Montana's Congressional Delegation reached some kind of consensus agreement on this bill in 1984. I hope that they can again agree to adopt this version for the Silver King area.

As a third choice I could support the Melcher-Baucus bill of 1986 (S.2790), provided that it is altered to allow oil and gas exploration in the portion of the Ben Stong National Recreation Area which the bill proposes for the eastern part of the Silver King Addition.

If my recommendations are adopted, the small number of hardy souls who actually go into wilderness areas would have to give up 12,000 acres of non-unique land which is less than half of one percent of the total wilderness area in Montana. On the other hand, the vast majority of people who use the National Forests for recreation will have better access to the land if my recommendations are adopted.

Whatever version is adopted, Forest Service regulations and stipulations ensure that any oil and gas activities will be supervised to mitigate environmental impacts and preserve the wildlife and recreation values in the area.

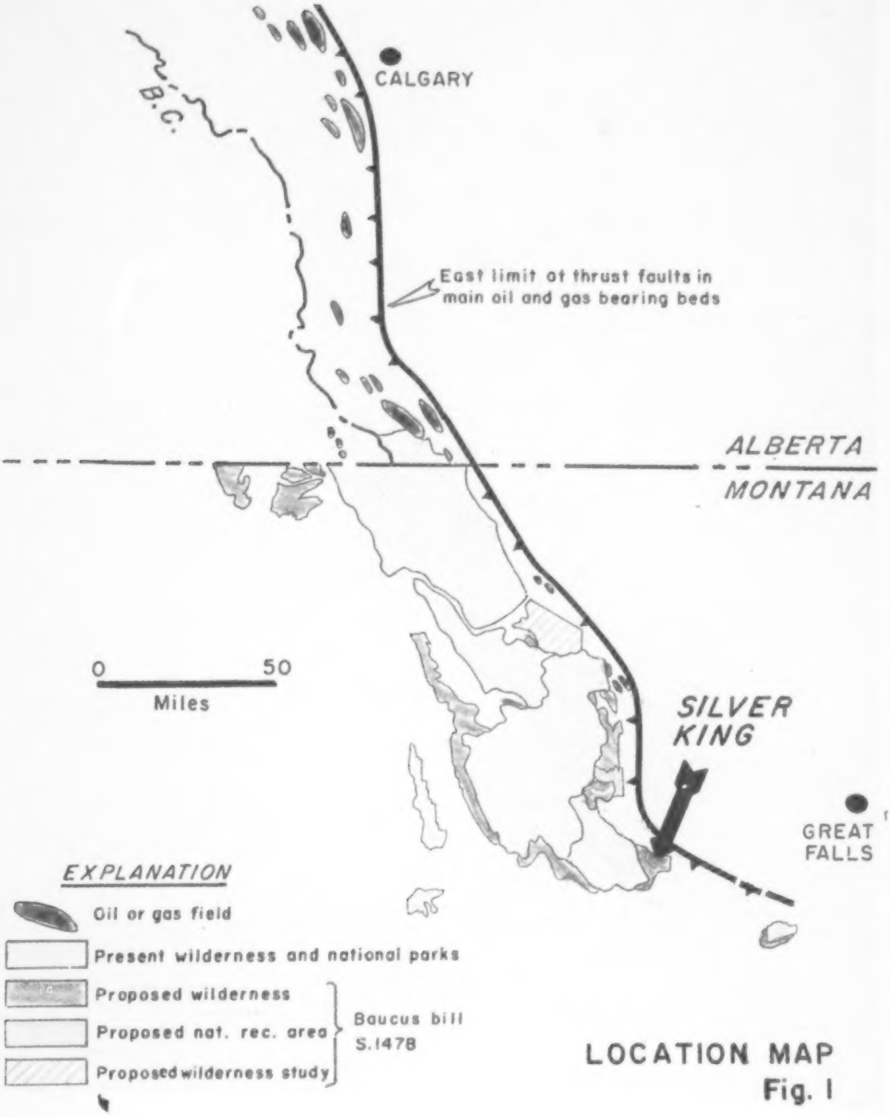
Thank you for the opportunity to present this information.

Very truly yours,

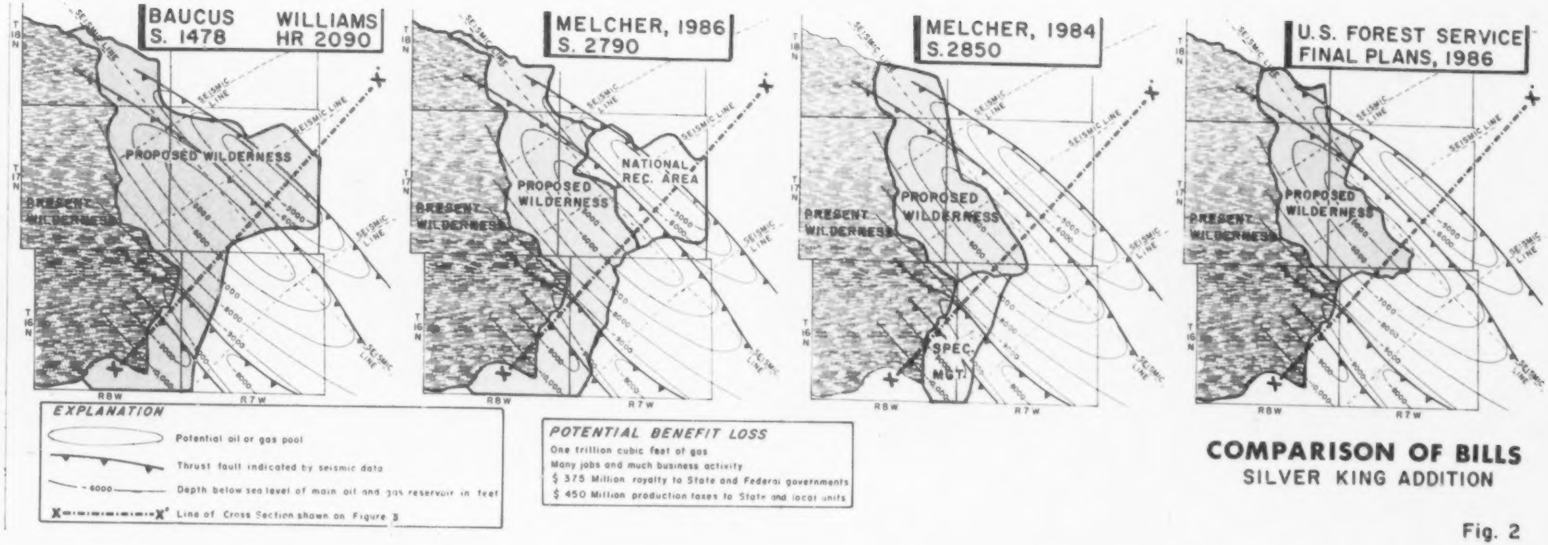
John R. Warne

John R. Warne

Encl: Location Map, Figure 1. Comparison of Bills, Figure 2. Cross Section X-X', Figure 3. Photo of gas well, Figure 4. Photo of reclaimed drill-site, Figure 5.


CALGARY
B.C.
East limit of thrust faults in main oil and gas bearing beds
ALBERTA
MONTANA
0
50
Miles
SILVER KING
GREAT FALLS
EXPLANATION
Oil or gas field
Present wilderness and national parks
Proposed wilderness
Proposed nat. rec. area
Proposed wilderness study
Baucus bill S.1478

LOCATION MAP
Fig. I


BAUCUS
S. 1478
WILLIAMS
HR 2090
MELCHER, 1986
S. 2790
MELCHER, 1984
S.2850
U.S. FOREST SERVICE
FINAL PLANS, 1986
PROPOSED WILDERNESS
PRESENT WILDERNESS
NATIONAL REC. AREA
SPEC. MGT.
SEISMIC LINE
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5000
6000
7000
8000
9000
10,000
EXPLANATION
Potential oil or gas pool
Thrust fault indicated by seismic data
6000
Depth below sea level of main oil and gas reservoir in feet
Line of Cross Section shown on Figure 3

POTENTIAL BENEFIT LOSS

One trillion cubic feet of gas

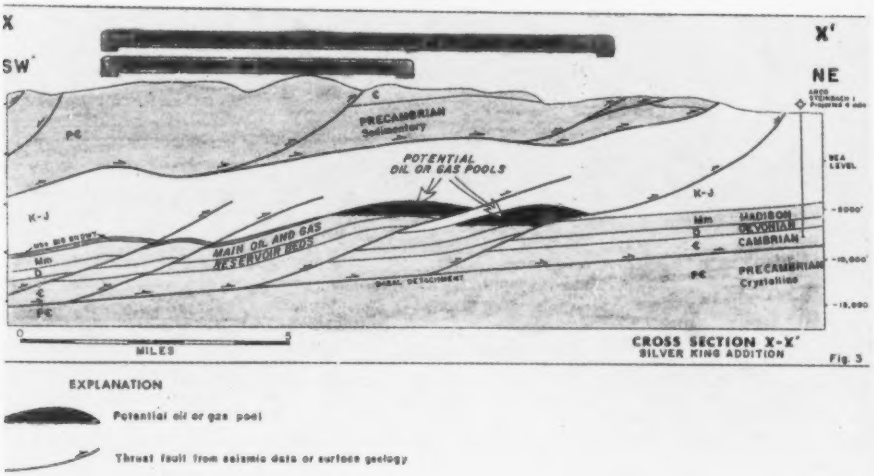
Many jobs and much business activity

$ 375 Million royalty to State and Federal governments

$ 450 Million production taxes to State and local units

COMPARISON OF BILLS
SILVER KING ADDITION

Fig. 2


X
SW
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X'
NE
ARCO
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Projected 4 mile
PC
C
PRECAMBRIAN
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POTENTIAL
OIL OR GAS POOLS
SEA
LEVEL
K-J
-5000'
Mm
MADISON
D
DEVONIAN
C
CAMBRIAN
-10,000'
PC
PRECAMBRIAN
Crystalline
-15,000
MAIN OIL AND GAS
RESERVOIR BEDS
BASAL DETACHMENT
0
5
MILES
CROSS SECTION X-X'
SILVER KING ADDITION
EXPLANATION
Potential oil or gas pool
Thrust fault from seismic data or surface geology

Fig. 3

Figure 3 - Cross Section X-X' showing a slice through the earth below the Silver King area. For location see the maps on Figure 2. The configuration of the beds is based on seismic surveys, geologic mapping and one hole drilled by ARCO. The potential oil or gas pools shown here are similar to structures which produce major amounts of oil and gas in Alberta.

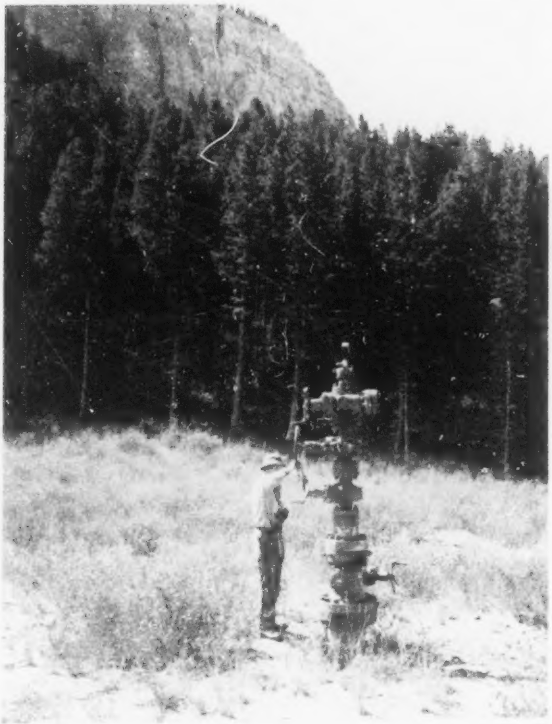

Figure 4 - Gas well site in Blackleaf Canyon Field on Mountain Front occupies about two acres. A tiny fraction of the total area in a gas field is occupied by production facilities because only one well is allowed per square mile.

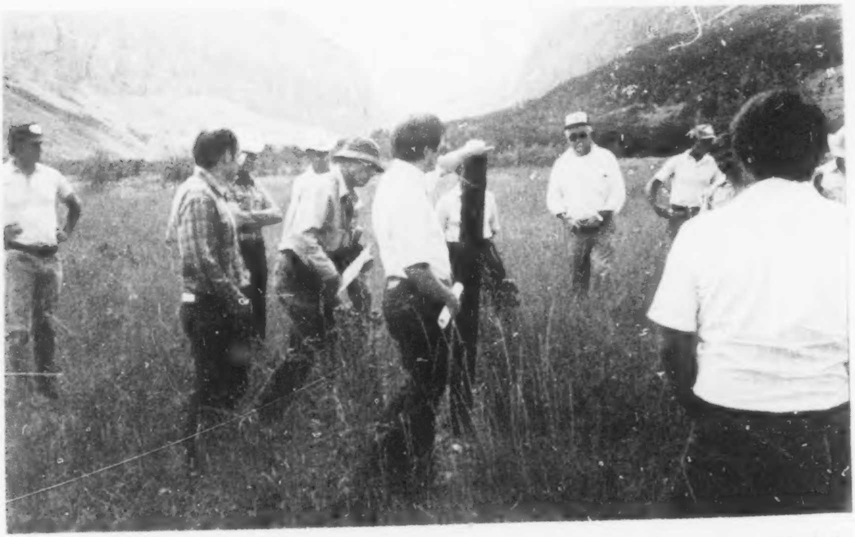

Figure 5 - Reclaimed drill-site near Blackleaf Canyon Field blends in with surrounding area.

Senator MELCHER. Thank you, Mr. Warne.

I think now we go to Gary Langley for the Montana Mining Association.

STATEMENT OF GARY A. LANGLEY, EXECUTIVE DIRECTOR, MONTANA MINING ASSOCIATION

Mr. LANGLEY. For the record, my name is Gary Langley. I am executive director of the Montana Mining Association. I have held the position since 1981. The Montana Mining Association has approximately 500 members in Montana.

Although the association consistently has opposed any further additions to Montana's already vast wilderness system, political reality has dictated that more public land probably will be withdrawn from mineral entry. We therefore would like to site some of the problems that will occur as more wilderness is created and more land is withdrawn from mineral entry.

It is an indisputable fact that as more land is removed from exploration, the mining industry in Montana will be to that extent diminished. It won't stop any existing mines, but as more mineralized land is removed from exploration, the mining industry in Montana will literally be eliminated.

Some boundaries have been drawn to accommodate some imminent projects, and we appreciate the help that we received from Senator Melcher and Representative Williams to help us do this. However, the boundaries have not been adjusted sufficiently to account for the unique nature of the mining industry. I want to make two points about that.

First, it is true that wilderness legislation will protect valid existing rights. This is going to place a tremendous workload on the Forest Service from the standpoint of validating the claims after the closing date. It will take about three years to validate the claims, and it will place a financial burden on the Forest Service that they may be unable to meet.

And although they must honor the existing rights, they are required by law to do so, as a practical matter, because of the restrictions in wilderness areas, they won't be able to as a practical matter. Exploration activities adjacent to wilderness areas are needed to further delineate claims that are there now. In addition, mill sites and other associated facilities are subject to the state permitting process and are not left to the discretion of these developers. I'd like to recommend two points to take care of these problems.

First of all, the areas containing mineral potential—and I've attached a list to my testimony—there should be an adequate exploration period to determine the specific nature of the mineral potential and its prospects for eventual development. I know this hasn't happened in the past with any wilderness bill that has been passed recently by Congress. But Montana is a unique state. I think that is proven by the fact, as Representative Williams said, that we've had eleven hearings on wilderness in Montana. I think Montana might deserve some unique treatment. A statement that will support this concept will be filed by the American Mining Congress.

Second, boundaries should be adjusted in areas where imminent mining development appears likely, to accommodate not only the claims that are currently in question, but also to take into consideration the protection of valid existing rights so that ore deposits can be further delineated, and that sufficient space is allowed for the construction of PILT facilities associated with the mining project over which the mining company has no control.

Thank you.

[The prepared statement of Mr. Langley follows:]

STATEMENT OF THE MONTANA MINING ASSOCIATION
BEFORE THE U. S. SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
MARCH 21, 1988, WASHINGTON D.C.
BY GARY A. LANGLEY, EXECUTIVE DIRECTOR

Mr. Chairman, members of the committee, for the record, my name is Gary Langley. I am a Montana native who resides in Helena Montana where I am employed as Executive Director of the Montana Mining Association. I have held this position since July 1981.

The Montana Mining Association is a trade association that represents the mining industry in governmental affairs and public relations. Its members include:

1. Every major producer of metals and industrial minerals in Montana.

2. Corporations and individuals who hope to establish producing mines in Montana in the future.

3. Individual miners and prospectors.

4. Suppliers of goods and services to the mining industry.

The Montana Mining Association has approximately 500 members, all of whom are keenly interested in the wilderness issue in Montana. This particular issue, which is contained in HR 2090, known as the Montana Natural Resources and Protection and Utilization Act of 1987, presents particular concerns to the mining community in Montana.

Although the Montana Mining Association consistently has opposed any further additions to Montana's already vast wilderness system, political reality has dictated that even more public lands will be withdrawn from mineral entry either by HR 2090 or other legislation in the future.

The Montana Mining Association, therefore, would like to cite some of the problems that will occur as more wilderness is designated and land withdrawn from mineral entry. It is an indisputable fact that as more land is removed from exploration activities that the mining industry in Montana will to that extent be diminished. It has been said that wilderness legislation will not immediately stop existing mines from operating and this statement is essentially true. However, as mines in Montana are depleted and reclaimed, land must be made available to explore for new ore bodies so that the mining industry can continue to provide Montanans with jobs, state and local governments with a stable tax base, and produce strategic and critical minerals for which our nation is dependent for its national security.

As more mineralized land is removed from exploration, the mining industry in Montana will literally be eliminated.

Included with this statement is a list of proposed wilderness and/or national recreation and special management areas where mineral potential is such that exploration could lead to producing mines in the future. Maps and other documents also have been provided to Senator John Melcher to specifically delineate areas where boundary adjustments are essential in order to accommodate mining operations that appear imminent.

Boundaries already have been adjusted to accommodate some projects. The Montana Mining Association appreciates the efforts of Senator Melcher and Representative Pat Williams to accomplish this purpose. However, the boundaries have not been adjusted sufficiently to account for the unique nature of the mining industry.

It is true that HR 2090 and other legislation being proposed will protect so called "valid existing rights." Valid existing rights pertain to claims established as of the closing date of the withdrawal from mining entry. This either could be the effective date of HR 2090, another bill, or a grace period that could be allowed after the effective date. While the Forest Service must honor valid existing rights, it also must determine the validity of all claims within the designated wilderness following the closing date. This will place a tremendous work load on the Forest Service and it could take up to three years for the validation process to be complete, placing a financial burden on the Forest Service and causing delays in the exploration process. Although the Forest Service also must allow reasonable access to mining claims under the concept of valid existing rights, this access will be placed under severe scrutiny as the exploration or production activity progresses because of stipulations consistent with regulations governing wilderness areas. Indeed, it would literally be impossible for the Forest Service to honor existing rights as a matter of practicality.

Furthermore, as exploration activities progress adjacent to wilderness areas, there will be a need to stake additional unpatented claims as ore bodies are more carefully delineated. These ore bodies may well extend into wilderness areas in which case the prospector or miner would find himself precluded from developing the ore body to its full potential. In addition, mill sites and other facilities associated with a mining operation are dictated by state permitting requirements, and are not constructed at the discretion of the mine operator. Development potential, therefore, could be prohibited in any areas adjacent to these claims because of the regulatory problems of where to place associated facilities.

To correct these problems, the Montana Mining Association recommends that the following actions be taken:

1. Those areas containing mineral potential as cited by the Montana Mining Association be allowed an adequate exploration or study period to determine the specific nature of the mineral potential and prospects for eventual development. A provision similar to that contained in the 1964 Wilderness Act would be appropriate. Although this provision has not been contained in any recent wilderness bills passed by Congress, this is no reason why it should not be included in a Montana wilderness bill. As has been indicated by the sometimes emotional controversy over the wilderness issue, Montana is a unique state and should be entitled to unique treatment particularly for an industry that is so important to its economy. A statement to be filed by the American Mining Congress will support this concept.

2. That boundaries be adjusted in the areas where imminent mining development appears likely to accommodate not only the claims that currently are in question, but also to take into consideration the protection of valid existing rights so that ore deposits can be further delineated and that sufficient space is allowed for the construction of facilities associated with a mining operation so that they meet state regulatory requirements. This can be accomplished by drawing flexible zones around the boundaries that have been used to accommodate existing mining claims and state siting requirements.

The mining industry operates in Montana with appropriate environmental responsibility and social concern with regard to 37 federal and 11 state laws. It can and will coexist with other uses of public lands. And it will exist in Montana only to the extent that public lands are kept open for exploration and eventual development. When addressing the wilderness issue, the Montana Mining Association hopes you will consider the unique nature of the mining industry, its economic contributions to Montana, its strategic importance to our nation, and the good folks who work in the mines during the week and enjoy recreational opportunities on weekends just as every other citizen of the state.

Thank you for the opportunity to address this committee and express our views.

RECOMMENDATIONS OF THE MONTANA MINING ASSOCIATION REGARDING THE MONTANA WILDERNESS BILL

The Montana Mining Association is opposed to designating the following areas as a wilderness, special management or national recreation areas:

1. East Pioneers, 80,430 acres. Production records from 1873 to 1986 indicate that about 94,000 ounces of gold, 15.5 million ounces of silver and 11.3 million ounces of copper have been produced in or adjacent to this area. The area also has produced lead and zinc. There are eight mining districts either within or adjacent to the area. At least four companies either are exploring or actively pursuing development plans.

2. Tobacco Roots, 6,505 acres. Although no recorded production has come from mines within the area, gold, silver and copper has been produced adjacent to the proposed wilderness. Two major companies hold fifty one claims, most of which are in the proposed wilderness area. Exploratory drilling has revealed substantial mineral potential.

3. Stony Mountain, 70,030 acres. Studies of this area suggest numerous lode and placer prospects throughout and near the proposed wilderness area. Companies currently in the area are the Hecla Mining Company and Mark V Mines. In addition to lode and placer gold, the area contains lead, zinc, silver, copper and a number of industrial minerals.

4. Frank Church River of No Return (Blue Joint), 28,500 acres. The northern part of the area contains active mining claims and is considered to have high potential for precious metal deposits of gold and silver. There is no known production, however the area contains about fifty two mining claims.

5. Electric Peak, 19,000 acres. Bureau of Mines records show that the area has yielded gold, silver, copper, lead and zinc. Numerous small companies have been developing mines near and adjacent to the proposed wilderness area.

6. Flint Range, 39,900 acres. While no mineral production has been recorded in the area itself, several mines adjacent to the area have produced gold, silver, copper, lead and zinc. Several mining companies have been actively exploring and drilling in the area for at least ten years. In addition to precious and base

metals, the area contains phosphate resources and high grade silica. The area also adjoins several mining districts.

7. Sapphires, 67,600 acres. The proposed wilderness is indicated to have base and precious metal resources in lode deposits that contain gold, silver, copper, lead, zinc and molybdenum. Gold placer and rare earth deposits also have been indicated by the U.S. Bureau of Mines. The area has no known production, but a great deal of potential for eventual production.

8. Lee Metcalf, Cowboys Heaven Addition, 22,000 acres. The area contains various rare earths, but has no known production.

9. Camas Creek, 28,300 acres. No known mining districts, mines or current claims are known to be within the proposed wilderness area. However, placer and lode gold, silver, lead, copper and zinc have been produced adjacent to the area. The area has high potential for all of these minerals.

10. Mount Baldy, 15,000 acres. The area has gold and silver potential. There has been no known production in the area. However, gold from placer deposits has been produced to the north within two miles of the proposed wilderness area.

11. Scotchman Peaks, 51,500 acres. Two mines adjacent to the proposed wilderness area to the southwest have produced silver, lead, and zinc. One of the largest active silver mines in United States is situated about two miles northeast of the proposed area at Mount Vernon.

12. Ten Lakes, 33,100 acres. About 170 claims have been located within or adjacent to the proposed wilderness area through 1986. The area is rich in silver and copper deposits similar to those being produced in the area.

13. Cabinets, 35,500 acres. Although there is no known production from mines inside the study area, mines just east of the proposed wilderness have produced gold, silver, lead, copper and zinc. Placer mines in the vicinity have recovered more than $100,000 worth of gold. Precious and base metals occur in the area.

14. Great Burn, 94,000 acres. Resources of placer gold, fluorspar, rare earths and beryllium exist in the area but the size and grade of the deposits are unknown. The area has produced nearly 240,000 ounces of placer gold, which is more that Montana's annual production.

15. Quigg Peak, 49,000 acres. Production records have indicated numerous lode and placer gold prospects throughout and near the proposed wilderness area. Although the area has no known production, minerals have been prospected for in or near the area in a mineral environment that appears similar to the one found in the proposed wilderness.

16. West Pioneers, 169,818 acres. Two Molybdenum-bearing areas, one in the north half and one in the south, have been deemed significant by the Bureau of Mines. The area has produced gold, silver and lead. Many mining claims are either within or just outside the proposed study area.

17. Mount Helena, 5,400 acres. The area has produced placer gold which is present in drainages around the study area. The area also has potential for gold, silver, copper, lead and zinc mineralization. Gold produced in the area from 1901 to 1958 is estimated at nearly seven million dollars. Prior to 1910, production was valued at sixteen million dollars. There are several small companies active in the area, which is being considered for a medium-sized hardrock gold mine.

18. West Bighole, 124,777 acres. Minerals occurring in the area include gold, silver, copper, lead, zinc, tungsten and molybdenum. The main resources are gold and silver which have been produced in the area in the past. There has been recent activity in the area by at least one mining company.

19. Elkhorns, 160,000 acres. The area has produced more than twenty three million dollars worth of gold, silver, copper, lead and iron in the past. At least two precious metal deposits currently are being explored. Records show that in 1977, more than 175 claims were being held by assessment and 31 were patented.

This will conclude the Montana Mining Association recommendation on the proposed wilderness legislation.

Although many of the claims in the proposed areas are unpatented, they are recognized as property rights under the 1872 Mining Act. If they are included in wilderness, this would not only create administrative problems for prospectors and miners but also for the Bureau of Land Management. The designated recreation and study areas may be available for mineral exploration under the 1872 Mining Act. However under the administrative process, it is unlikely that exploration and eventual mining would be authorized because of environmental concerns.

Senator MELCHER. Eugene Smith, U.S. Borax.

STATEMENT OF EUGENE D. SMITH, VICE PRESIDENT, GOVERNMENT AND PUBLIC AFFAIRS, U.S. BORAX, ACCOMPANIED BY JACKIE E. STEPHENS, NORTHWEST REGIONAL MANAGER, EXPLORATION

Mr. SMITH. Mr. Chairman, members of the subcommittee, we request that the entire statement be placed in the record.

Senator MELCHER. It will be made part of the record.

Mr. SMITH. I am Eugene D. Smith, vice president for Government and Public Affairs for U.S. Borax. I have 45 years of service with U.S. Borax in mining, land management, environmental affairs, and government and public affairs.

My associate sitting behind me is Jackie E. Stephens, northwest regional manager of exploration for U.S. Borax. Jackie has 23 years of service as an exploration geologist, and the last 17 of those years have been with U.S. Borax.

Let me first say that we are proud of our profession because we know how important minerals are to the basic requirements of food, clothing, and shelter. Since testifying on H.R. 2090 on June 30, 1987, U.S. Borax formed the Montana Silver Venture with two other companies. And subsequently, they entered into an agreement to sell their remaining 55 percent interest in the joint venture to a company called Montana Reserves. That sale has not been completed. The principles of Montana Reserves support our testimony.

We will discuss the impact of S. 2790 from the last Congress and not introduced in this Congress, S. 1478 and H.R. 2090 on this venture, and our mineral exploration program in the Cabinet Mountains area of Montana.

Our concern is with those proposed wilderness additions marked Area One, Area Two, and Area Three on Exhibit 1 of our testimony. Area One contains about 560 acres and should not be placed in wilderness because it reduces an enclave in the existing boundary line that was designed to allow access to and an operational zone around this mineralized area. The Montana Silver Venture claims located within and adjacent to said enclave contains over 100 million tons of silver copper ore, with an estimated in place gross value of about $4 billion.

The Venture is operated by U.S. Borax and is generally described in Exhibit 2 to our testimony. The designation of Area One as wilderness will hinder the development of this project and damage the mineral potential of this area. Area Two contains about 2,360 acres, and should not be placed in wilderness because it will probably be required for facilities necessary to the development of the project area. I might say Area Two is not in Senator Melcher's S. 2790.

Area Three contains about 2,560 acres, and should not be placed in wilderness because the area has good mineral potential based on the geology of the area. The Snowshoe Falls zone and the Snowshoe Mine, reference Exhibit Three to our testimony.

U.S. Borax recommends in order of importance that Area One, Area Two and Area Three be deleted from said bills. Our recommendations are based on the following. Under the directions of Jackie Stephens, extensive geologic mapping and geochemical sampling led U.S. Borax to the discovery of highly mineralized outcrops of silver and copper in the Rock Lake Horizon Basin and Rock Lake areas in the early 1980s. Drilling began in 1982, and to date 70 core holes totaling 70,000 feet have been drilled. Our investment is $7 million.

Based on current estimates of ore reserves for the Montana Silver Venture, the deposit could be developed to produce 10,000 tons per day of ore with an annual production that would be around $80 million. The Venture would employ 300 to 400 people in construction, and 300 to 350 during production.

Senator Melcher, we thank you for considering the Cabinets area in your present hearings, and for holding these hearings. In closing, we urge you to evaluate our suggested amendments in accordance with the Forest Service Manual program policy, Exhibit Five to our testimony, and make determinations that protect both the property rights granted by the mining laws of 1872, as well as the interests of the general public. Thank you.

[The prepared statement of Mr. Smith follows:]

STATEMENT OF

EUGENE D. SMITH
VICE PRESIDENT, GOVERNMENT & PUBLIC AFFAIRS

AND

JACKIE E. STEPHENS
NORTHWEST REGIONAL MANAGER, EXPLORATION

REPRESENTING

UNITED STATES BORAX & CHEMICAL CORPORATION

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS
COMMITTEE ON ENERGY AND NATURAL RESOURCES
U. S. SENATE
WASHINGTON, D. C.

MARCH 21, 1988

Mr. Chairman:

I am Eugene D. Smith, Vice President for Government and Public Affairs for U.S. Borax. I have over 45 years of service with U.S. Borax in mining, land management, environmental affairs, and government and public affairs.

My associate is Jackie Stephens, Northwest Regional Manager, Exploration, for U.S. Borax. Jackie has 23 years of service as an exploration geologist and the last 17 of those years have been with U.S. Borax.

I wish to add that we are proud of our profession, our work and the company we work for. We know how important minerals are to the basic requirements of food, clothing and shelter.

U.S. Borax and its affiliates pioneered the borax industry in the world and the potash industry in the United States. We are presently the major world producer or borate minerals.

Our subsidiary, U.S. Silica, is the largest producer of silica sand in the United States.

The subject of our comments is our silver - copper properties in Sanders County, Montana, within the Kaniksu National Forest and administered by the Kootenai National Forest.

More specifically, we wish to address the impact of the Montana Wilderness bills sponsored by Sentor Melcher (S.2790), Senator Baucus (S.1478), and Representative Williams (H.R. 2090) on what is now called the Montana Silver Venture and our mineral exploration program in the Cabinet Mountains area and to submit certain suggested amendments to the proposed Cabinet Mountains Wilderness additions.

On June 30, 1987, we testified on HR-2090 before the House Subcommittee on National Parks and Public Lands, Committee on Interior and Insular Affairs .

Since June 30, 1987 U.S. Borax (Pacific Coast Mines, Inc.) conveyed a 22.5% interest each to Jascan Resources Inc. and to Atlantic Goldfields Inc. and formed the Montana Silver Venture, a joint venture in which U.S. Borax is the operator. U.S. Borax subsequently entered into an agreement to sell its remaining 55% interest in the joint venture to Montana Reserves Co., but that agreement has not been completed.

The principals of Montana Reserves support our testimony.

Our concern today is the same as stated in our testimony on HR-2090; that is, we are concerned with the proposal to place certain portions of the Cabinet Mountains into Wilderness namely, the areas marked Area I, Area II and Area III on the attached map marked Exhibit I.

> Area I is within Sections 4, 5 and 9, T. 26 N., R. 31 W. containing an estimated 560 acres.
>
> Area II is within Sections 17, 18, 19, 20, 29, 30 and 32, T. 26 N, R. 31 W. containing an estimated 2360 acres.
>
> Area III is within Sections 19, 30 and 31 T. 29N, R. 31 W. and Sections 24, 25, 26, 35 and 36 T. 29 N, R. 32 W. containing an estimated 2560 acres.

Area I should not be placed in Wilderness because it reduces an enclave in the existing boundary line that was designed to allow access to and an operational zone around this mineralized area. The Montana Silver Venture deposit contains over 100 million tons of silver - copper ore with an estimated in place gross value now estimated at $4 billion. This deposit is located within and adjacent to said enclave. The designation of Area I, or any portion, as Wilderness will hinder the development of this deposit and damage the mineral potential of this area.

The Venture is generally described in Exhibit II entitled "Introductory Comments on Plan of Study for Collection of Environmental Baseline Data, Montana Silver Venture".

Area II should not be placed in Wilderness because it may be required for facilities necessary to the development of this deposit. This area is not proposed for Wilderness in Senator Melcher's S. 2790.

Area III should not be placed in Wilderness because the area has good mineral potential based on the geology of the area, the Snowshoe fault zone, and the Snowshoe Mine (the largest producing mine of the area around the turn of the century) (Exhibit III).

U.S. Borax recommends in order of importance that Area I, Area II and Area III be deleted from S.1478 and HR 2090 and that Area I and Area III be deleted from S. 2790. Our recommendations are based on the following:

> U.S. Borax has been conducting geologic surveys, studies and mineral exploration in the general area of the Cabinet Mountains since 1977 and acquired mining claims in 1981. Extensive geologic mapping and geochemical sampling led to

the discovery of highly mineralized outcrops of silver and copper in the Rock Peak, Horizon Basin, and Rock Lake areas in the early 1980s. Drilling began in 1982 and has continued seasonally through development drilling in 1987 at Rock Lake. Seventy core holes totaling 70,000 feet have been drilled. Our investment to-date in the mineral potential of the area (all three deposits) and the development of the Montana Silver Venture (Rock Lake deposit only) is over $7 million.

This information and the planned development of the Montana Silver Venture deposit is outlined in the above referred to Exhibit II. Based on the current estimated ore reserves of over 100 million tons of average grade of 2.1 ounces of silver per ton and 0.8% copper, the mine may be developed to produce a nominal 10,000 tons per day of ore and has a mine life of over 20 years. Mineral production would be more than 6 million ounces of silver per year and more than 22,000 tons of copper per year. At $7.00 per ounce silver and $0.85 per pound copper, the annual gross sales would be $80 million ($1.6 billion over a 20 year life).

The project would employ an estimated 300 - 400 people during construction and 300 - 350 people during production. The annual production payroll is estimated at over $10 million.

The Montana Silver Venture will develop a very significant ore deposit of higher grade and larger reserves than ASARCO's Troy Mine (located 12 miles northwest of Rock Lake). The Troy Mine has an annual production of 4.2 million ounces of silver and 20,600 tons of copper (Exhibit IV). The Montana Silver Venture deposit is too important a deposit to be hindered by the designation of 560 acres, Area I, as Wilderness.

ASARCO's Rock Creek deposit is in the same general area as the Rock Lake deposit. It is proposed to be developed to produce 5.3 million ounces of silver and 22,000 tons of copper per year (Exhibit IV).

The mineral potential of Areas I, II, III is reported on in:

EXHIBIT III

Economic appraisal of the Cabinet Mountains Wilderness, Lincoln and Sander Counties, Montana. Geological Survey Bulletin 1501 (1981).

This Bulletin states, "The Cabinet Mountains Wilderness is in the midst of a region where large quantities of silver, lead, zinc and gold have been produced and significant copper deposits have been discovered."

The Bulletin reports on the geological mapping and sampling of this area and indicates the mineral potential extend over a large area.

EXHIBIT IV

Cabinet Mountains Activity Coordination Report, Kootenai National Forest.
U.S. Forest Service, February 1986
Section I, Introduction
Section II, Mineral Activity Perspective

Section II reports the claim location, mineral exploration and development activity, proposed mineral production, and the mineral outlook for the Cabinet Mountains area.

In closing, we cite certain pertinent sections of the attached copy of the United States Forest Service Minerals Program Policy (Exhibit V) and we urge you to evaluate our suggested amendments in accordance with these cited sections and make determinations that protect both the property rights granted by the Mining Law of 1872 as well as the interest of the general public.

The Forest Service administers its mineral program to:

1. Encourage and facilitate the orderly exploration, development, and production of mineral and energy resources within the National Forest System in order to maintain a viable, healthy minerals industry and to promote self-sufficiency in those mineral and energy resources necessary for economic growth and the national defense.

The Forest Service policy is to:

2. Ensure the integration of mineral resource programs and activities with the planning and management and renewable resources through the land and resource management planning process (FSM 1922), recognizing that mineral development can occur concurrently or sequentially with other resource uses.

3. Plan and provide for access to and occupancy of National Forest System lands for mineral resource activities, consistent with the overall management objectives and the rights granted through statutes, leases, licenses, and permits. Eliminate or prevent occupancy that is not reasonably incident to and required for mineral operations.

4. Prior to applying for the administrative withdrawal of National Forest System lands from mineral entry, ensure the consideration of (a) the national interest in strategic and critical minerals (b) the value of the mineral resource foregone (c) the value of the resource of improvement being protected (FSM 2760).

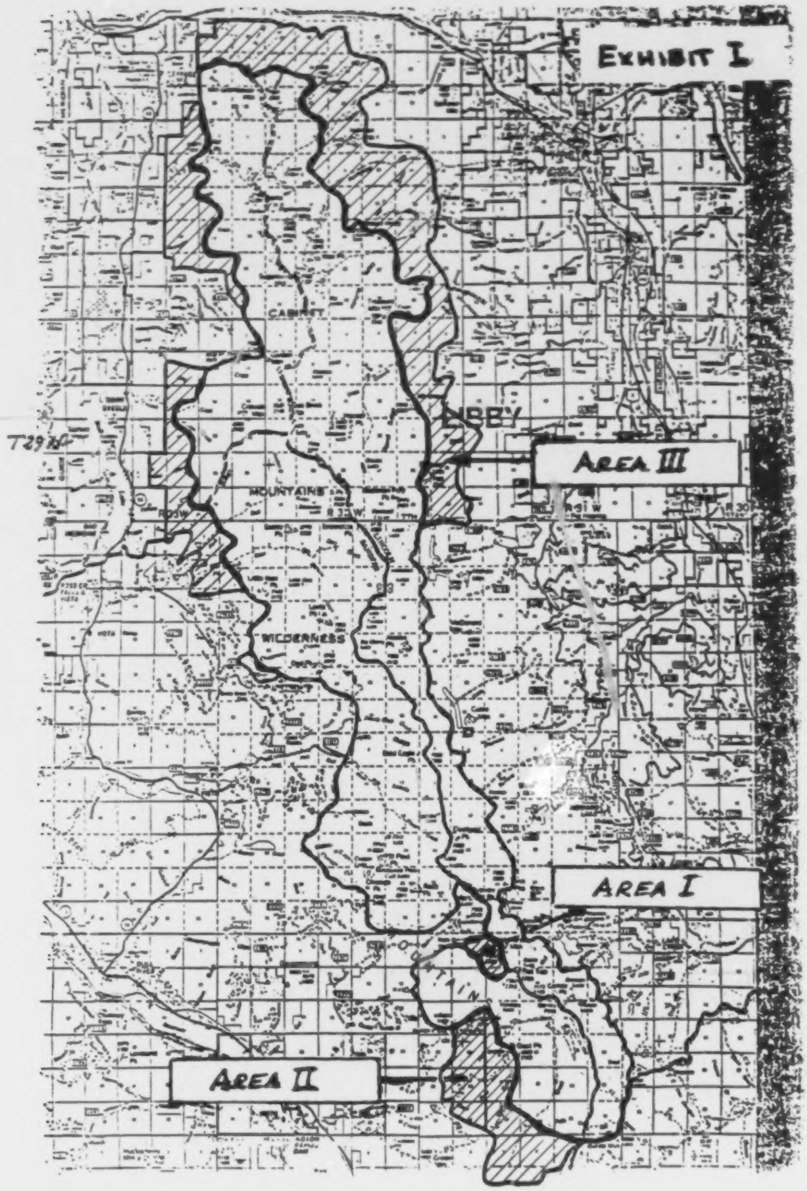
EXHIBIT I
AREA III
AREA I
AREA II
T29N
LIBBY
CABINET
MOUNTAINS
WILDERNESS

☐ CABINET WILDERNESS

▨ H.R. 2090 PROPOSED WILDERNESS

☐ U.S. BORAX PROPOSED EXCLUSION FROM WILDERNESS

HR ________ Introduced by
Congressman Pat Williams
April 1987
CABINET MTN
WILDERNESS ADDITIONS PROPOSED
Kootenai NF
Sec.3.(27)

EXHIBIT I

EXHIBIT II

U.S.BORAX

INTRODUCTORY COMMENTS
ON
PLAN OF STUDY
FOR
COLLECTION OF ENVIRONMENTAL BASELINE DATA MONTANA SILVER VENTURE PROJECT LINCOLN AND SANDERS COUNTIES MONTANA

January 20, 1988

DRAFT

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MAIL ADDRESS: P.O. BOX 75128, SANFORD STATION, LOS ANGELES, CA 90075-0128

Section 1

INTRODUCTION

United States Borax & Chemical Corporation (U.S. Borax) on behalf of Pacific Coast Mines, Inc. (PCMI), a subsidiary company, explored for and discovered three separate but related silver-copper mineral deposits in the Cabinet Mountains 10 miles northeast of Noxon and 22 miles south of Libby, Montana. Mineral exploration in the upper Rock Creek drainage was initiated in 1977, and the acquisition of mining claims started in 1981. Core drilling was initiated in 1982, and has continued seasonally through 1987. In 1987, Jascan Resources Inc. and Atlantic Goldfields Inc. each acquired a partial interest in what we call the Rock Lake mineral deposit from PCMI, and this company association is now referred to as the Montana Silver Venture. U.S. Borax is the designated operator for the Montana Silver Venture.

This mineral deposit was acquired by the location of mining claims on federal lands in the Kaniksu National Forest, administered by the Kootenai National Forest, Forest Service, United States Department of Agriculture. The deposit extends from Rock Lake northerly to Saint Paul Pass and Saint Paul Lake, and has been designated the "Rock Lake" mineral deposit. The project area is located in both Lincoln and Sanders Counties in northwestern Montana. The major population center is Libby, with a population of approximately 10,000, and the closest town is Noxon, with a population of approximately 250. See Figure 1-1.

A total of 52,345 feet in 28 holes have been core drilled from the surface and this core indicates over 100 million tons of geologic ore reserves grading 2.1 ounces per ton of silver and 0.8% copper. Further development is proposed consisting of geotechnical facility site investigations, surface ore body drilling, conceptual engineering design, feasibility evaluation, collection of environmental baseline data, permitting, and ore body evaluation adit. A summary of the project is given in Table 1-1.

A number of alternative sites have been identified for the evaluation adit, production adits, processing plant, tailings disposal and ancillary facilities. Final selection of the preferred alternatives will require the completion of additional engineering, environmental and economic evaluations. The systematic evaluation of alternatives and their corresponding advantages and disadvantages are discussed in Section 2 "Proposed Alternative Actions for Mine Development".

Further mine development of the Rock Lake mineral deposit will require two major permits as follows:

- Plan of Operations - U.S. Forest Service (USFS); and
- Operating Permit - Montana Department of State Lands (MDSL)

The laws and regulations governing both these permit applications require a comprehensive presentation of the proposed operations, the environmental setting and proposed reclamation. The permit applications will be submitted in the same format to both agencies.

To develop the necessary environmental baseline data for the above permit applications, a proposed "Plan of Study for Collection of Environmental Baseline Data" is described for each discipline starting with Section 3. Upon the review and approval of this "Plan of Study" by the agencies, the applicant (U.S. Borax) can proceed with the collection of the environmental baseline data.

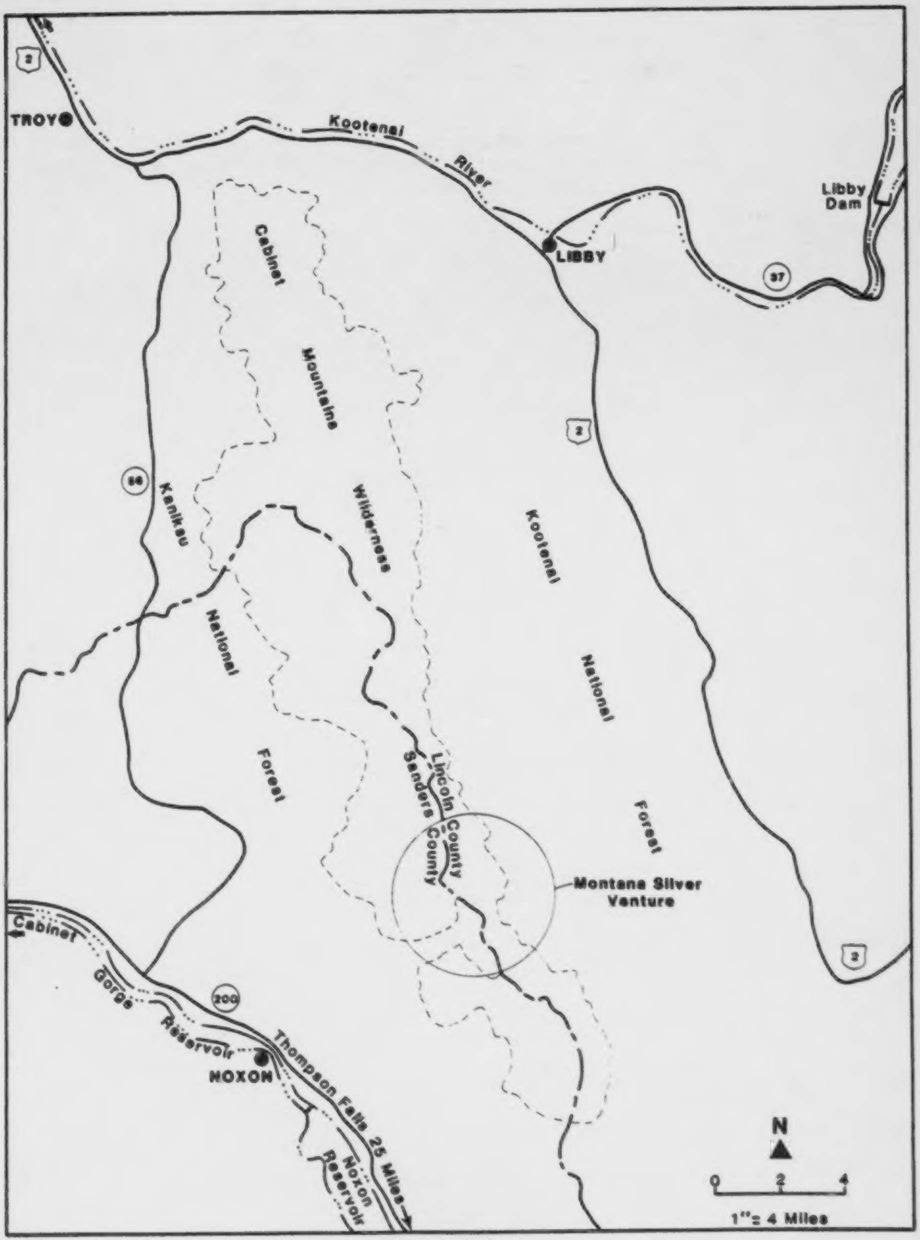

2
TROY
Kootenai River
Libby Dam
LIBBY
37
Cabinet Mountains Wilderness
56
Kaniksu National Forest
Kootenai National Forest
2
Lincoln County
Sanders County
Montana Silver Venture
2
Cabinet Gorge Reservoir
200
NOXON
Thompson Falls 25 Miles
Noxon Reservoir
N
0 2 4
1"= 4 Miles

FIGURE 1-1

INDEX MAP
MONTANA SILVER VENTURE
LINCOLN AND SANDERS COUNTIES, MONTANA

TABLE 1-1

SUMMARY OF PROPOSED MINE DEVELOPMENT

Location:	Approximately 10 miles northeast of Noxon and 22 miles south of Libby, in Lincoln and Sanders Counties, Montana	
Land Ownership:	Mining claims controlled by Pacific Coast Mines, Inc., Jascan Resources, Inc. and Atlantic Goldfields, Inc. on Federal lands administered by U.S. Forest Service. U.S. Borax is the operator.	
Deposit:	Stratabound silver-copper mineralization in Precambrian Revett Formation.	
	Average Grade - 2.1 ounces silver per ton and 0.8% copper	
	Geologic Ore Reserve - Over 100 million tons	
Project:	Mine Development, Process Plant and Ancillary Facilities.	
Project Schedule:	Environmental Baseline Data Collection, Engineering and Submittal of Permit Applications	1-2 years
	Environmental Impact Statement (EIS)/Permitting	1-2 years
	Evaluation Adit - Phase I	2-3 years
	Construction of Mine, Processing Plant and Ancillary Facilities - Phase II	2-3 years
	Production - Phase III	20 years
Ore Production Rate:	Daily - Nominal 10,000 tons/day Annual - Nominal 3,500,000 tons/year	
Mineral Production:	Silver - 6 (+) million ounces/years Copper - 22,000 (+) tons/years	
Operating Schedule:	24 hours/day, 7 days/week, 350 days/year	
Employment:	Evaluation Adit - Phase I	35 - 50
	Construction - Phase II	300 - 400
	Production - Phase III	300 - 350
Capital Expenditure:	Over $150 million	
Annual Operating Payroll:	Over $10 million	

Section 2

PROPOSED ALTERNATIVE ACTIONS FOR MINE DEVELOPMENT

The Montana Silver Venture plans the continued evaluation and development of the Rock Lake silver-copper deposit in a phased approach as described below. The alternatives presently under consideration for the evaluation portal and production portal/plantsite are shown in Figure 2-1.

2.1 EVALUATION ADIT

The first phase of underground development will include an adit/decline into the deposit to provide data for defining the overall plan for mine development and completing detailed project design. The data collected is expected to include:

- Outlining to a high degree of confidence by underground and/or surface drilling the minable ore for the first five years of operation.
- Confirming the deposits horizontal and vertical continuity by drifting along the mineralized horizons and raising on selected drill holes.
- Checking drilling results by obtaining bulk samples at selected drill hole locations.
- Obtaining representative bulk samples for off site pilot plant testing to develop a process flowsheet, select equipment, estimate operating costs, metallurgical recovery and mineral concentrate grade.
- Developing mining data such as groundwater, minor geologic features, rock strength, pillar size, and mining height for developing a safe and efficient mining design in compliance with established practice and regulations.

In addition to the underground excavations, a temporary surface facility with a sample plant, office, change room, and other ancillary facilities will be required.

Five alternative portal locations are being examined as possible sites for starting the evaluation adit/decline. These are shown on Figure 2-1 and briefly described as follows:

Site A

Description - South end of Rock Lake
Advantage - Good sample plant site, good underground access to deposit
Disadvantage - Requires road extension, adjacent to Rock Lake and hiking trail

Site B

Description - Near the deposit outcrop
Advantage - Good underground access to deposit
Disadvantage - Requires new road along Rock Lake; difficult to keep open in winter, adjacent to Rock Lake

Site C

Description - Upper Libby Creek
Advantage - Easy surface access and best underground access to deposit
Disadvantage - Inside Wilderness

Site D

Description - Heidelburg Tunnel
Advantage - Easy access to sample plant site
Disadvantage - Adit to cross Rock Lake Fault with potential for significant groundwater; longer underground distance to deposit

Site E

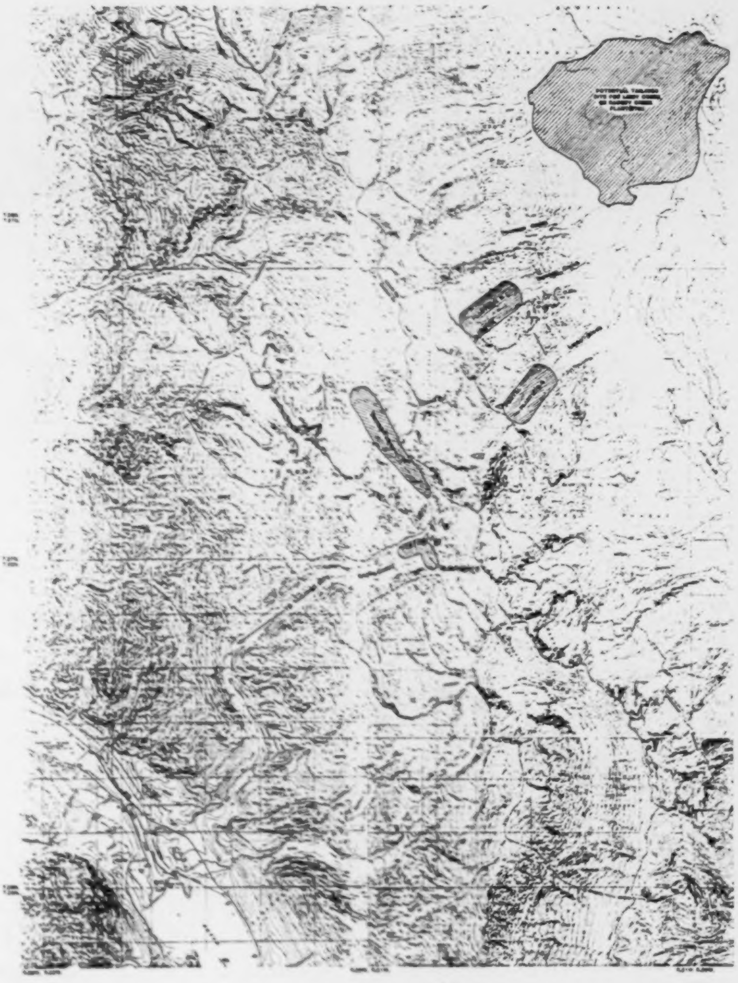
Description - Upper Heidelburg Road
Advantage - No new road construction; no major fault to cross
Disadvantage - Poor sample plant site on hill side

The evaluation adit is not intended as a production adit but is planned as a secondary (safety/escape) adit as required by law. This adit would also improve the underground mine ventilation.

2.2 CONSTRUCTION

Based on current knowledge of the estimated ore reserves, the mine may be developed to produce a nominal 10,000 tpd of ore for a mine life of about 20 years.

To site the mine, processing plant, tailings pond and ancillary facilities will require developing additional data and detailed analyses of all practical, feasible, economic and viable alternatives. A careful evaluation of engineering, environmental and economic factors will be necessary to define



Legend

SYMBOL	LETTER	SITE	TAILINGS SITES (CURRENT PLANNING)
∧	A	EVALUATION PORTAL-SOUTH END ROCK LAKE	N.A.
∧	B	EVALUATION PORTAL-NEAR THE OUTCROP	N.A.
∧	C	EVALUATION PORTAL-UPPER LIBBY CREEK	N.A.
∧	D	EVALUATION PORTAL-HEIDELBURG TUNNEL	N.A.
∧	E	EVALUATION PORTAL-UPPER HEIDELBURG ROAD	N.A.
Δ	F	PRODUCTION PORTAL/PLANTSITE-ROCK CREEK	IN ROCK CREEK DRAINAGE ;VARIOUS SITES UNDER EVALUATION
Δ	G	PRODUCTION PORTAL/PLANTSITE-LIBBY CREEK	LITTLE CHERRY CREEK/POORMAN CREEK DRAINAGE
Δ	H	PRODUCTION PORTAL/PLANTSITE-RAMSEY CREEK	LITTLE CHERRY CREEK/POORMAN CREEK DRAINAGE

4

Figure 2-1

the ultimate mine development plan and appropriate operating rate. Some of the activities in this Phase II will occur concurrently with Phase I, but generally Phase II activities will depend on data collected during Phase I.

The data obtained from the evaluation adit in Phase I will provide data for the mine and process plant designs and costs. Additional data on where to locate the surface ancillary facilities is required. Some of the field investigations and related activities required for determining the location of the mine production portal and surface facilities would include:

- Facility site investigations of alternate production portal and processing plant sites
- Core drilling to obtain geotechnical samples for building foundation evaluations
- Core drilling for tailings dam design and construction
- Final determination of appropriate production rate
- Final determination of preferred overall mine development plan
- Final technical and economic evaluation

Crushing and grinding facilities are planned to be installed on foundations bearing on solid in-place rock. Drilling of the possible process plant site locations is planned to evaluate suitable sites. After locating potential sites for the crushing and grinding facilities, the buildings will be laid out to minimize disturbing the natural environment and painted with earth tone colors to blend into the natural environment.

The process plant site facilities are expected to include the concentrator building along with a secondary crushing plant, covered coarse ore storage and fine ore bins. A tailings thickener, concentrate thickener and possibly an intermediate concentrate thickener are currently planned. Service facilities are expected to include a maintenance shop and warehouse, change room, office and assaying buildings. A concentrate storage building would probably be located near the gate house to minimize truck traffic in the plant yard area. Depending on the plant site location, the mine portal may be located in the plant site area.

Several mine production adit location alternatives are presently being considered. These are also shown on Figure 2-1 and described below.

Site F

Description - Upper Rock Creek
Advantage - Along existing road, close to deposit
Disadvantage - Limited plant site area, adjacent to Rock Meadows and hiking trail

Site G

Description - Libby Creek
Advantage - Adequate plant/tailings sites, close to larger town (Libby) on existing road
Disadvantage - Several snow chutes cross access road

Site H

Description - Ramsey Creek
Advantage - Adequate plant/tailings sites, close to larger town (Libby), on existing road
Disadvantage - Farther from deposit

The currently proposed mine development plan is to enter the deposit through twin adits, one for transporting men, equipment and supplies and the other for transporting the ore to the surface by a conveyor belt system. While developing the mine, one heading may be for the intake air and the other for exhaust ventilation. After the deposit is reached, it is currently planned to connect to the evaluation adit to provide an alternate escapeway and ventilation drift. Current equipment sizing indicates these twin adits may be 20 feet wide and 20 feet high.

2.3 PRODUCTION

The currently planned daily production rate is a nominal 10,000 tpd. The production schedule is tentatively established as 3 shifts per day, 7 days a week for 350 or 355 days per year, with a mine life of 20 years.

2.3.1 Mining

Based on the currently planned mining rate of a nominal 10,000 tpd, it is anticipated that 5 to 10 cubic yard loaders will be used underground. These loaders will haul the blasted material to mobile jaw crushers located near the mining faces. These crushers would load onto the conveyor belt either directly or via short transfer conveyor belts.

All ground water collected underground will be directed to a common sump(s) and used underground in the mining operations and the surplus pumped to the surface. This water would be used as makeup water as required in the process plant.

Based on current planning, the expected mobile equipment located in the mine or at the plant site is given in Table 2-1. This represents the operating equipment and not the spare equipment. In addition, there is the necessary mine ventilation, mine pumping, process and ancillary facilities equipment.

TABLE 2-1

MOBILE EQUIPMENT

Number	Description
3	Hydraulic Drill Jumbos
3	Bench Drills
3	Roof Bolt Drills
4	Front End Loaders (8 cy)
2	Mobile Jaw Crushers
4	Mobile Conveyor Units
1	Grader (12-ft)
1	Rubber Tired Bulldozer
1	Bulldozer (D7)
1	Road Compactor
3	Scissor Lift Trucks
2	Personnel Carriers
1	Fuel/Lube Truck
1	Crane (15-ton Hydraulic)
1	Backhoe
1	Loader (Concentrate Loading)
1	Snow Plow/Sander Unit
2	Dump Trucks
1	Flat Bed Trailer with Tractor
1	Ambulance
23	Pickup Trucks/Cars/Supply Trucks

2.3.2 Ore Processing

The basic elements for processing the ore will be crushing, grinding, flotation of a copper-silver concentrate and tailings disposal. Limited samples for metallurgical testing have been available from the surface core drilling program. The larger bulk samples to be made available from the evaluation adit in Phase I will be used to define the criteria for the design of the flowsheet and selection of process equipment.

The tentative process plant flowsheet is to crush the blasted ore underground in mobile jaw crushers and transport it by conveyor belt to a near surface underground storage bin. The material from this bin would be screened with the oversize material going to a covered coarse ore stockpile and the undersize material being transported by conveyors to the fine ore bins. The material in the coarse ore stockpile would be fed into the secondary crushing plant which is expected to have two stages of crushing in closed circuit with screens to reduce the material to the required size for grinding. After being crushed to the necessary size, it would be conveyed to the fine ore bins.

The material from the fine ore bins would be carried by conveyor belt to the ball mills in the grinding circuit. There, it is mixed with water and further reduced in size. The slurry discharging from the ball mills would be pumped through cyclones to assure that the material has been ground to the proper size for flotation.

After the material is ground to the proper size in the grinding circuit, it would be pumped to the flotation circuit where a copper-silver concentrate would be made. It is expected that two to three stages of flotation would be necessary to produce the final concentrate. A further regrinding of all or at least part of an intermediate flotation concentrate would be expected to aid in improving the recovery and concentrate grade.

The flotation concentrate is expected to be filtered to reduce the moisture content before shipment. A drier may be considered if pilot plant testing cannot obtain the desired moisture level in the concentrate. A limited storage of concentrate is expected at the plant site prior to truck transportation to a railroad siding.

The tailings, which is the remaining ground slurry after the removal of the silver-copper mineralization in the flotation circuit, is currently planned to be partially thickened prior to disposal in the tailings pond. Water from the tailings is planned to be recycled to the concentrator, as necessary, to reduce the quantity of process plant make up water required.

2.3.3 Tailings Disposal

With the mine development in the Rock Creek drainage, potential tailings sites are at a lower elevation, thus permitting gravity flow of tailings. Potential viable tailings disposal sites in the Rock Creek drainage basin are under investigation.

If mine development is from the east side of the Cabinet Mountains on either Libby Creek or Ramsey Creek, there are two potential tailings sites available on and adjacent to Little Cherry Creek. The site adjacent to Little Cherry Creek and southerly was identified by the U.S. Forest Service. Forest Service personnel made a preliminary evaluation of potential tailings disposal sites in a February 1986 report. This site has a minimal drainage above the area, requiring small diversion ditches. The site has been designated the Poorman Site and would require a dam on three sides.

Another site on Little Cherry Creek has sufficient volume for the entire planned production of the mine. A single dam would be required across Little Cherry Creek, with a diversion at the upper end. The Little Cherry Creek drainage is approximately 2 square miles and could easily be diverted. This site has been designated the Little Cherry Site.

A further reconnaissance evaluation will be made of potential sites, and a detailed geotechnical evaluation will be made for the sites of the preferred overall mine development plan.

2.3.4 Ancillary Facilities

Ancillary facilities described below consist of water supply, power supply, sewerage, access road and utility corridor.

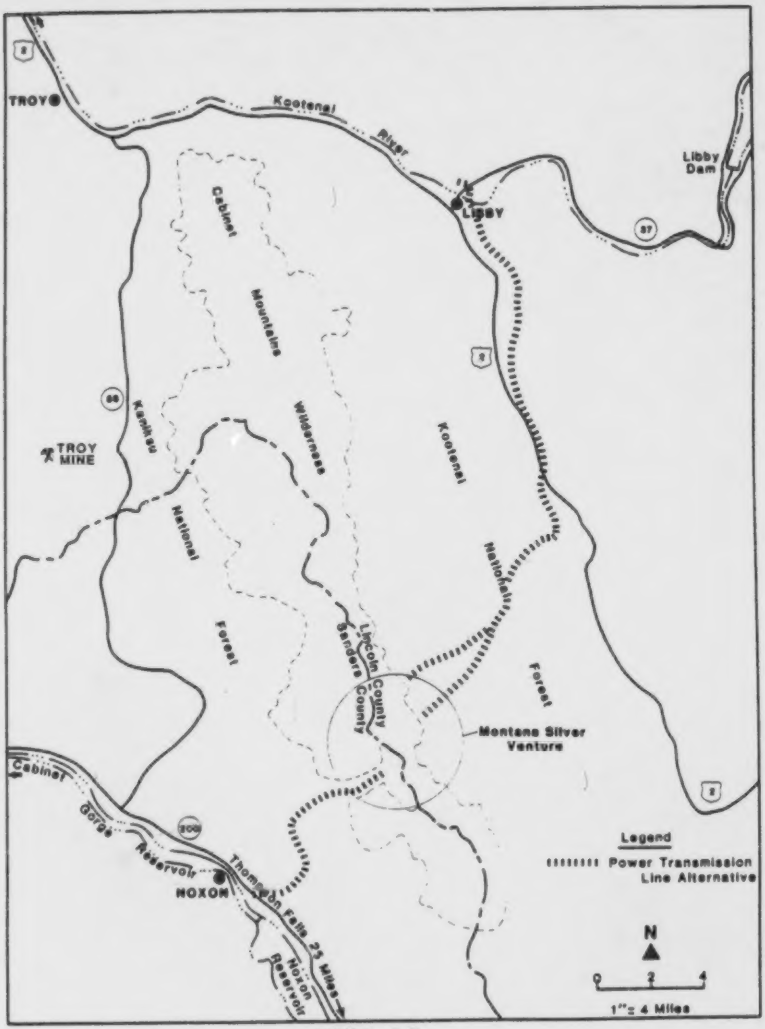
Water Supply. Water required for the underground mining operation will be collected from the underground excavations. The process plant will recycle the process water from the overflow of the tailings thickener. Approximately 1800 gpm will be required to slurry the tailings at 50% solids. This make-up water will be provided from excess mine drainage water, wells and/or diversion of surface waters and recycled from the tailings pond. The plant will be equipped with a make-up water tank and emergency fire tank system. All pipelines will parallel roads as much as possible so as to minimize the impact on the area, and provide access for construction and maintenance.

Potable water requirements are estimated to be about 100 gpm, and can be obtained from a diversion/storage or single well. This water will be pumped to a storage tank where distribution systems will deliver water throughout the facilities.

Power Supply. For a nominal 10,000 tpd underground mine and an ore processing operation, it is estimated about 14 MW, or 120 million kWh per year will be required. Significant power generation capacity exists in this region. Much of this is hydropower and some generated from coal. Power can likely be purchased from an electrical distribution system in the area. There will be the need for a transmission line from the existing power grid to the mine/process plant. See Figure 2-2 for new power transmission line alternatives.

Sewerage. A sewerage treatment plant for surface facilities and portable facilities underground will be provided.

Access Road and Utility Corridor. Where feasible, mine access roads, tailings pipelines, and water, electrical and telephone lines will be located in a "common" corridor so as to minimize surface disturbance. Conceptual design requires a corridor approximately 100 feet wide from the process plant to the tailings disposal area, as described in Table 2-2.


TROY
Kootenai River
Libby Dam
LIBBY
37
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56
TROY MINE
Kenikkau
Cabinet Mountains Wilderness
Kootenai National Forest
Lincoln County
Sanders County
Montana Silver Venture
Cabinet Gorge Reservoir
200
NOXON
Thompson Falls 23 Miles
Noxon Reservoir
Legend
Power Transmission Line Alternative
N
0 2 4
1"= 4 Miles

FIGURE 2-2
POWER TRANSMISSION LINE ALTERNATIVES

For mine/process plant development in Rock Creek, Ramsey Creek, or Libby Creek, the access road would be constructed along an existing Forest Service road to the plant site in the upper end of the valley. This road would be a paved two-lane road. Fencing of the operations and guards at entrances will be provided as required to protect the operations and public. An access road, pipeline and power transmission line corridor to the tailings disposal area will be required for dam construction and operations.

Table 2-2

CRITERIA FOR ACCESS ROAD AND UTILITY CORRIDOR

Description	Estimated Width, feet
Access Road, two lane	25
Shoulder, two @ 5 feet	10
Run-off ditch	10
Tailings Pipeline (a)	10
Maintenance Access	15
Power Transmission Line	5
Ditch	10
Subtotal	85
Road Cut (b)	Variable
Filled Slope (b)	Variable
Assumed Width, minimum	100 (+)

(a) With a return waterline
(b) Depends on natural topography

2.3.5 Personnel Requirements

Approximately 148 personnel are expected to be required in the mine. Hourly production employees are expected to total 96 with maintenance personnel totalling 45. Ten salaried staff will be required for supervision.

The process plant personnel are expected to total 96. Hourly employees are distributed with 50 to operations and 30 to maintenance. A staff of 16 provides supervision and assaying.

The general and administration area total 73 personnel. This includes 43 staff for administration, accounting, engineering, safety, environmental, security and plant services. Approximately 30 hourly personnel provide warehousing, security and maintenance functions.

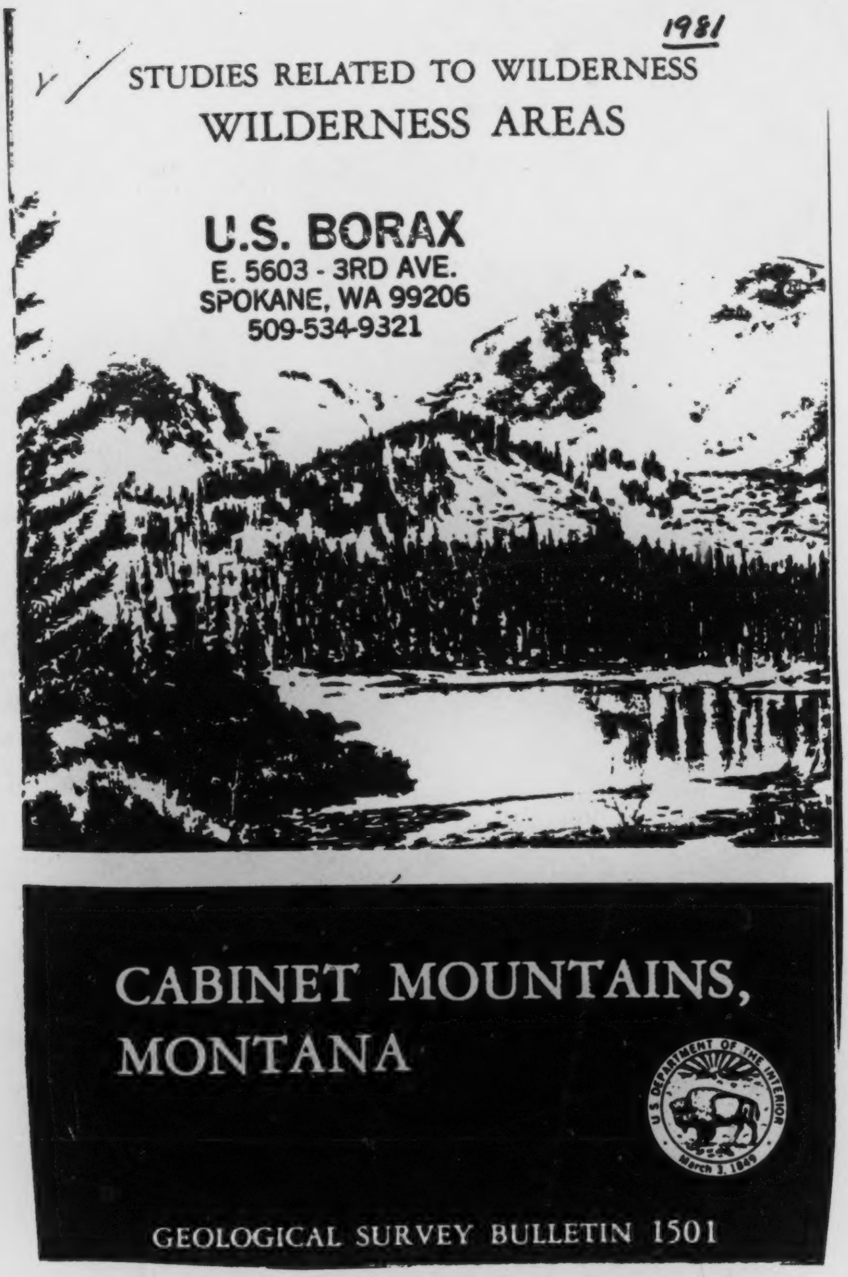
The total labor force is expected to number about 317 (Table 2-3). These will be filled by hiring locally as much as possible. A bus service may be established to reduce road traffic and mine site parking requirements.

TABLE 2-3

SUMMARY OF ESTIMATED LABOR REQUIREMENTS

	Salary	Hourly	Total
Operations	20	146	166
Maintenance	10	94	104
G & A	39	8	47
Total	69	248	317

EXHIBIT III



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STUDIES RELATED TO WILDERNESS

WILDERNESS AREAS

U.S. BORAX
E. 5603 - 3RD AVE.
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509-534-9321

CABINET MOUNTAINS, MONTANA

U.S. DEPARTMENT OF THE INTERIOR
March 3, 1849

GEOLOGICAL SURVEY BULLETIN 1501

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MINERAL RESOURCES OF THE
CABINET MOUNTAINS WILDERNESS,
LINCOLN AND SANDERS COUNTIES, MONTANA

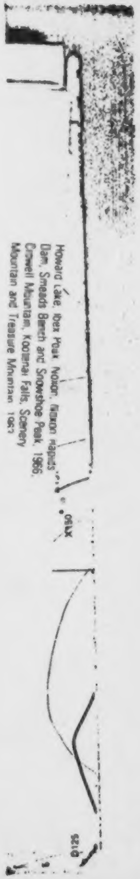
ECONOMIC APPRAISAL OF THE CABINET MOUNTAINS WILDERNESS, LINCOLN AND SANDERS COUNTIES, MONTANA

By D'ARCY P. BANISTER, ROBERT D. WELDIN, NICHOLAS T. ZILKA,
and STEVEN W. SCHMAUCH, U.S. Bureau of Mines

INTRODUCTION

The Cabinet Mountains Wilderness is in the midst of a region here large quantities of silver, lead, zinc, and gold have been pro-uced and significant copper deposits have been discovered. The area s about 60 mi (100 km) north of the Coeur d'Alene mining district d about 5 mi (8 km) east of the Spar Lake copper deposit, which is mi (5 km) west of Bull Lake. Mineral production in the immediate icinity of the wilderness area has-been from silver, lead, zinc, and ld veins and from placer gold deposits. The first mining was from ld placers just east of the wilderness area in the 1880's. Veins along e Snowshoe fault have been most productive; the Snowshoe mine, pened in 1892, has produced more than $1 million in ore.

In the mid 1960's, exploration by the Bear Creek Mining Co. vealed strata-bound copper deposits in the Revett Formation. veral deposits in this formation have been found between Trout reek, 9 mi (15 km) south of the wilderness area, and Troy, 4 mi km) north-northwest of the wilderness area. The most extensively plored deposit is near Spar Lake, about 3 mi (5 km) west of Bull ake and 5 mi (8 km) west of the Cabinet Mountains Wilderness. A milar deposit was found on Rock Creek along the western boundary the Cabinet Mountains Wilderness. The discovery outcrop is ithin the wilderness, and the deposit has been explored by drilling st outside the wilderness.


Howard Lake, Ibex Peak, Noxon, Noxon Rapids Dam, Smeads Bench and Snowshoe Peak, 1966, Crowell Mountain, Kootenai Falls, Scenery Mountain and Treasure Mountain 1963
XR30
R125

METHODS

The U.S. Bureau of Mines sampled all mines and prospects where bedrock was exposed, even where mineralized rock was not apparent. A total of 164 lode samples was taken. They were checked for radioactivity and fluorescence. All were analyzed by fire assay for gold and silver; other metallic elements were determined by atomic absorption, colorimetric, or X-ray fluorescence methods. At least one sample from each property or mineralized zone was analyzed by a semiquantitative spectrographic method. When an anomalous amount of a potentially valuable element was indicated, the sample was further assayed by a quantitative method. Several reconnaissance pan samples were taken to test for placer gold and other heavy detrital minerals. The samples were screened and then concentrated by a laboratory-size Wilfley[1] table.

Categories of resources used for this study follow those outlined by the U.S. Bureau of Mines and U.S. Geological Survey (1976). *Resources* are concentrations of naturally occurring materials from which commodities may be extracted, either currently or in the future. *Reserves* are part of the total resources and refer to mineralized material (ore) that can be mined and marketed under prevailing economic conditions. *Measured reserves* are those computed from sample analyses and measurements from closely spaced sample sites. *Indicated reserves* are computed partly from sample analyses and measurements and partly from reasonable projections. *Inferred reserves* are estimates based on relatively few sample sites and measurements, and on geologic evidence and projection. *Submarginal resources* require more than 1.5 times the current price or a major cost-reducing advance in mining and extractive technology. *Paramarginal resources* (a) border on being economic grade or (b) are not exploitable because of legal or political circumstances. Undiscovered resources include *hypothetical resources* in known mining districts and *speculative resources* in undiscovered districts.

MINERAL PRODUCTION

The Libby (Snowshoe), Cabinet (Fisher River), Silver Butte (Vermillion), and Noxon mining districts are on the east and southeast sides of the Cabinet Mountains Wilderness (pl. 2). Recorded mineral production since 1902 from mines within 5 mi (8 km) of the wilderness boundary totaled 431,375 tons (391,343 t) of ore containing 12,522 oz (389,472 g) gold, 311,149 oz (9,677,677 g) silver, 8,952,999 lb (4,061,080 kg) lead, 25,459 lb (11,548 kg) copper, and 322,964 lb

(146,496 kg) zinc (table 5). No records are available describing earlier production, but Dingman (1932, p. 24) reported that placer miners probably recovered over $100,000 worth of gold from Libby Creek, Big Cherry Creek, Little Cherry Creek, Howard Creek, West Fisher Creek, and other streams in the area.

TABLE 5. — *Recorded metal production, by district, from mines adjacent to the Cabinet Mountains Wilderness*

[U.S. Bureau of Mines product records, 1902 to present. Data recorded in inch-pound system; 1 ton = 0.9073 t, 1 oz (troy) = 31.103 g, 1 lb = 0.4536 kg]

Mining district	Tons of ore	Gold (oz)	Silver (oz)	Copper (lb)	Lead (lb)	Zinc (lb)
Libby-------	386,353	5,046	305,239	21,595	8,900,620	306,094
Cabinet-----	41,561	7,334	5,448	3,730	39,215	300
Silver Butte and Noxon-	3,461	142	462	134	13,164	16,570
Totals---	431,375	12,522	311,459	25,459	8,952,999	322,964

The Libby district has had the largest recorded production. Principal lode deposits are along the Snowshoe fault or related mineralized structures; the southern part of the 20-mi (30-km) fault extends into the study area. The Snowshoe mine (pl. 2, No. 9) was the largest and had peak production around the turn of the century.

Extensive activity in the Cabinet and Silver Butte districts began in the 1880's and centered on gold- and silver-bearing veins along bedding planes. Many claims were patented, especially in the Bramlet Creek area, which yielded most of the lode production.

Several deposits were developed along the Rock Lake fault both in and outside of the wilderness. The Heidelberg mine (pl. 2, No. 22) produced minor amounts of gold-silver ore.

Increases in metal prices and the discovery of disseminated copper and silver stimulated widespread prospecting in the region in the 1960's. Most significant was Bear Creek Mining Company's discovery of the Spar Lake deposit. This deposit is 5 mi (8 km) west of the Cabinet Mountains Wilderness and is a strata-bound deposit of disseminated sulfide minerals in quartzite. Other similar deposits were subsequently discovered, notably the Rock Creek deposit, which represents a significant resource along and within the Cabinet Wilderness.

MINERAL COMMODITIES AND ECONOMIC CONSIDERATIONS

Copper and silver occur in strata-bound deposits in the Revett Formation near Rock Creek in and along the southwest edge of the study area. Some vein deposits in and adjacent to the study area may also have potential for future production of gold, silver, lead, zinc, and copper.

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[1] Any use of brand names in this report is for descriptive purposes only and does not constitute endorsement by the U.S. Geological Survey or the U.S. Bureau of Mines

The long-term outlook for these metals is for higher prices and demands, especially if greater emphasis is placed on domestic self sufficiency.

MINING CLAIMS

Courthouse records indicate that about 300 mining claims or groups of claims have been located within and along the edge of the study area. Most of the early claims were located from 1890 to 1930 along the eastern boundary and around Rock Lake. Most of the recent claim locations have been concentrated in the Rock Creek area. No patented claims are in the study area. Locations of mines, prospects, and claim groups are shown on plate 2.

MINERALIZED AREAS

Mineral location and mining activity in and near the study area have centered mainly on mineralized zones within the Precambrian Revett Formation, the Snowshoe fault, and the Rock Lake fault. The mineralized areas and associated prospects within the study area are described below in order of decreasing importance.

DEPOSITS RELATED TO THE REVETT FORMATION

Strata-bound copper deposits occur locally in a belt about 120 mi (190 km) long and 40 mi (60 km) wide that extends from British Columbia to the Coeur d'Alene mining district in Idaho. Strata-bound copper sulfide deposits are widespread in the Precambrian Belt rocks, but those of significance are in quartzite in the Revett Formation.

A significant deposit was discovered in the late 1960's by Bear Creek Mining Co. on Spar Lake, 5 mi (8 km) west of the Cabinet Mountains Wilderness. American Smelting and Refining Co. may develop the property. The deposit contains 58 million tons (53 million t) of quartzite averaging 0.79 percent copper and 1.67 oz silver per ton (57.3 g/t) (American Smelting and Refining Co., oral commun., 1975).

A geologically similar deposit within Revett quartzite occurs near Rock Creek, both within and along the west edge of the wilderness. Other strata-bound deposits may occur at depth in the study area, but they are difficult to identify. Attempts to correlate stratigraphic features have proven unsuccessful, and leaching and oxidation make surface sampling somewhat unreliable. Secondary copper minerals common on the surface along fracture planes are evidence of copper

mineralization in the area. However, subsurface exploration would be necessary to establish the existence of any deposit.

ROCK CREEK AREA

The Rock Creek deposit (pl. 2, No. 21) is between the West Fork and the East Fork of Rock Creek, about 6.5 mi (10 km) northeast of Noxon. Access is via the Rock Creek and the Chicago Peak roads. Most of the Rock Creek road is well graveled and passable from May until November; the upper part of the Chicago Peak road is blocked by snow until early July.

The Revett Formation in the Rock Creek area is part of Precambrian strata that are folded in a gentle north-northwest-plunging anticline. The Revett Formation crops out mainly in this part of the study area and occupies an area about 12 mi (20 km) long and as much as 4 mi (6 km) wide.

Two sulfide-bearing zones were sampled. They are sections of mineralized beds or groups of beds. The lower zone is thicker, more highly mineralized, and of present economic interest. Sulfides occur disseminated in the form of discrete blebs as fracture fillings, and concentrated along bedding planes and basal portions of individual beds. Grain size of the sulfides increases with grain size of the host rocks. Chief sulfides are bornite, chalcopyrite, chalcocite, and galena.

The lower, main zone crops out about 1–2 mi (2–3 km) west of Rock Peak (fig. 14). This zone has been drilled just outside the study area along the ridge to Chicago Peak by Bear Creek Mining Co. (table 6). Weighted on the basis of sample length, the zone intersected by the drilling averages 0.35 percent copper and 0.51 oz silver per ton (17.8 g/t) and has an average thickness of 34 ft (10 m).

Sixteen chip samples were taken across outcrops of the main zone in the valley east of the drill sites (table 7). Outcrops of the zone were found for about 2 mi (3 km) along the strike. At the surface, the zone averages 0.06 percent copper and 0.6 oz silver per ton (21 g/t). The zone probably contains higher copper values beneath the surface because the surface has been leached. The average silver content of the zone at depth and that of surface outcrops are comparable, however.

The upper zone has been little explored but is known to crop out at 7,200 ft (2,195 m) elevation on Rock Peak (fig. 14). Major north-northwest-trending faults of unknown displacement have offset the upper zone. The mineral zone is 1 ft (0.3 m) thick where sampled. The sample assayed 0.06 percent copper and 0.3 oz silver per ton (10.3 g/t). Because of the remote location and narrow thickness, it is doubtful that it will be further explored.

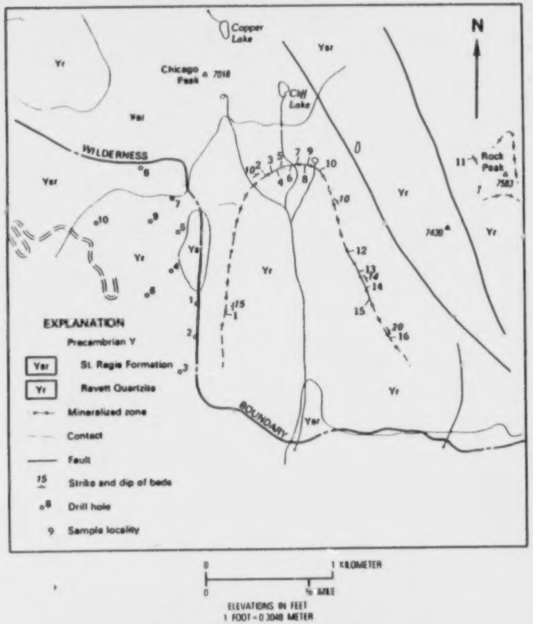
N
Copper Lake
Chicago Peak 7018
Cliff Lake
Rock Peak 7583
7430
Yr
Ysr
WILDERNESS
BOUNDARY
EXPLANATION
Precambrian Y
Ysr St. Regis Formation
Yr Revett Quartzite
Mineralized zone
Contact
Fault
15 Strike and dip of beds
8 Drill hole
9 Sample locality
0 1 KILOMETER
0 ½ MILE
ELEVATIONS IN FEET
1 FOOT = 0.3048 METER

FIGURE 14.—Rock Creek area sample localities.

Indicated reserves and resources of the Rock Creek mineralized zones have been calculated using polygonal areas of influence between drill holes, a 15° average dip of the zone, and a 500-ft (150-m) maximum extension of the deposit beyond the holes.

Four million tons (3.6 million t) of indicated reserves averaging 0.86 percent copper and 1.80 oz silver per ton (61.7 g/t) are estimated near drill holes 1, 5, and 9 (fig. 14). Inclusion of the intervening block of low-grade material at hole 4 increases the estimated tonnage to 5.8 million tons (5.3 million t), but reduces the grade to 0.65 percent copper and 1.3 oz silver per ton (44.9 g/t). The remaining submarginal resources total 20.6 million tons (18.7 million t), averaging 0.29 percent copper and 0.4 oz silver per ton (13.7 g/t).

The mineralized zone probably extends east from the eastern outcrops to the fault north to Chicago Peak, and 500 ft (150 m) west of drill hole 10. Allowing for topographic limitations and assuming the zone to maintain the 34-foot average thickness displayed in the drill holes, about 70 million tons (63 million t) of inferred subeconomic resources are contiguous to the deposit blocked out by the drill holes. Additional drilling is needed to verify the assumptions, but because this area is almost entirely within the wilderness boundary, it has not been done.

The nature of the deposit and the occurrence of copper-bearing veins in Copper Gulch (pl. 2, Nos. 18, 19) 1 mi (1.6 km) north suggest that the zone may actually be more extensive.

TABLE 6.—*Summary of diamond drill-hole data, Rock Creek area*

[Data recorded in inch-pound system; 1 ft = 0.3048 m; 1 oz/ton = 34.285 g/t; 1 ton = 0.9072 t]

Hole No.	Thickness of mineralized zone (ft)[1]	Copper (percent)	Silver (oz/ton)	Estimated tonnage (millions of tons)
1---	18	0.99	1.5	1.4
	26	.82	.57	2.0
	46	.57	.80	3.6
2---	38	.42	.44	2.8
	62	.34	.35	4.6
3---	16	.30	.40	1.2
	50	.26	.34	3.7
4---	20	.18	.23	1.8
5---	21	.71	2.4	1.5
	36	.55	1.8	2.5
6---	22	.19	.03	1.7
7---	16.7	.56	1.34	1.3
	31.7	.47	.90	2.4
8---	8	.48	.65	.6
	34.7	.26	.42	2.8
9---	12	.87	1.4	1.1
	26	.50	8	2.3
10--	10	.10	.19	.9

[1] Numbers represent thickness of mineralized interval at different average grade. Compiled from Bear Creek Mining Co. unpublished data.

TABLE 7. – *Summary of sample data from leached outcrops, Rock Creek area*

[Sample localities shown in fig. 14. Data given in inch-pound units; 1 ft = 0.3048 m, 1 oz/ton = 34.285 g/t]

Sample No.	Length (ft)	Copper (percent)	Silver (oz/ton)
1----	48.0	0.044	0.25
2----	5.0	.09	.7
3----	33.1	.003	.88
4----	18.3	.14	1.05
5----	23	.18	1.2
6----	12.0	.16	1.0
7----	2.0	.004	.1
8----	8.0	.096	1.25
9----	5.0	.008	.2
10----	37.0	.01	.1
11----	2.5	.06	.3
12----	8.5	.02	1.00
13----	10.0	.004	.5
14----	5.0	.085	.6
15----	7.0	.22	.9
16----	13.5	.02	.3

DEPOSITS RELATED TO THE SNOWSHOE FAULT

The Snowshoe fault zone consists of north- to northwest-trending near-vertical faults near the east edge of the study area. The majority of mining has been along the fault zone between Flower and Lake Creeks. The Snowshoe mine (pl. 2, No. 9) was the largest producer. Other properties with recorded production are the Silver Mountain (pl. 2, No. 5), Victor Empire (pl. 2, No. 4), Montana Silver Lead (pl. 2, No. 8), Fairbault (pl. 2, No. 11), Statesman (pl. 2, No. 15), and Silver Cable (pl. 2, No. 14). Mine and mill tailings have been reworked one or more times; several limited attempts have been made to reopen the Snowshoe and other mines, but none of the operations have persisted.

Lead, zinc, silver, and copper minerals have been discovered in numerous places along the Snowshoe fault zone, which is generally about 5 ft (1.5 m) wide and is a maximum of 15 ft (4.5 m) wide at the Snowshoe mine (Johns, 1970). Continuous, massive sulfide veins were only found at the Snowshoe mine where quartz and siderite veins in the fault zone range from less than an inch (2 cm) to a few feet (1–2 m) wide. Galena and sphalerite are the predominant sulfides, usually with pyrite, arsenopyrite, and chalcopyrite. Some of the sulfide minerals contain silver and some gold.

The Snowshoe mine and other properties on the northern portion of the fault zone are outside the study area and are not described in this report. Maps and descriptions of these mines are in Gibson (1948) and Johns (1970). Descriptions of two prospects that are on the southern part of the fault zone and within the study area are included here. The undeveloped parts of the fault zone should be considered good exploration targets.

POORMAN CREEK–STATESMAN PROSPECTS

The Poorman Creek–Statesman prospects (pl. 2, No. 15) are on the south side of Poorman Creek near its headwaters. The original Statesman is on the west side of the claim group. Access is from a logging road along the north side of the creek.

Several pits and short adits are on a series of north-trending, near-vertical faults that are part of the Snowshoe fault zone. The zone enters the study area on the Poorman Creek–Statesman prospects and continues to the south. The Silver Cable prospect, just over the ridge to the north, is on the northern extension of the fault zone.

Workings are on the three major faults (fig. 15) whose widths range from 1 to 8 ft (0.3 to 2.4 m) and contain numerous irregular quartz veins, lenses, and gouge. The country rock is quartzite and argillite that strike northwest and dip northeastward. The quartz vein contains galena, sphalerite, and pyrite, and lesser amounts of chalcopyrite, arsenopyrite, and pyrrhotite. Select samples of quartz vein material contained as much as 1.6 oz silver per ton (54.9 g/t) and 2.28 percent lead. Samples taken across the eastern fault, whose average width is 1.5 ft (0.5 m), averaged 0.02 oz gold per ton (0.69 g/t), 3.04 oz silver per ton (95 g/t), 3.02 percent lead, and minor zinc. Samples across the western fault, whose average width is 1.8 ft (0.5 m), averaged 0.02 oz gold per ton (0.69 g/t), 0.5 oz silver per ton (16 g/t), 0.6 percent lead, and a trace of zinc. Samples across the middle fault had a trace of gold, silver, lead, and zinc.

Mineralized material occurs in all three faults, but sampling indicates that the eastern fault contains enough mineralization to be of present interest. Assuming that the western fault maintains a 5-ft (1.5-m) average width over its intermittently exposed 1,600-ft (490-m) slope length, 0.5 million tons (0.45 million t) of submarginal resources can be inferred. Additional tonnages probably occur in the extensions of these faults or in similar faults in the Snowshoe fault zone to the south.

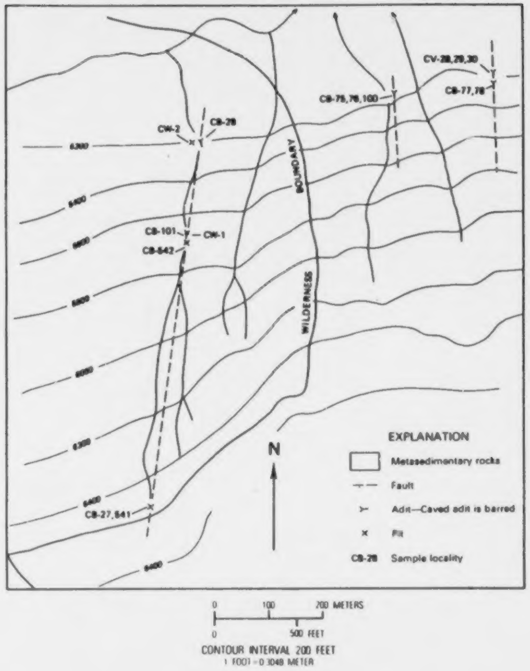
CV-28,29,30
CB-77,78
CB-75,76,100
CW-2
CB-28
BOUNDARY
WILDERNESS
CB-101
CW-1
CB-542
CB-27,541
N
EXPLANATION
Metasedimentary rocks
Fault
Adit—Caved adit is barred
Pit
CB-28 Sample locality
0 100 200 METERS
0 500 FEET
CONTOUR INTERVAL 200 FEET
1 FOOT = 0.3048 METER

FIGURE 15.—Poorman Creek-Statesman prospects sample localities.

WAY UP MINE

The Way Up mine (pl. 2, No. 23) is on the side of the steep, south-facing mountain slope of Twin Peaks near the head of West Fisher Creek. A narrow, rough jeep road leads to the mine from West Fisher Creek road. U.S. Bureau of Mines records show 293 tons (266 t) of ore have been produced.

Analyses of samples from Poorman Creek-Statesman prospects, shown in figure 15

[Tr, trace; N, none detected; --, not applicable or not analyzed. Data shown in inch-pound units, 1 oz/ton = 34.285 g/t]

Sample No.	Type	Length (ft)	Description	Gold (oz/ton)	Silver (oz/ton)	Lead (percent)	Zinc (percent)
CB-27	Grab--	--	Dump material	Tr	1.0	1.96	0.04
CB-28	Select grab	--	-----do------	Tr	1.3	2.28	.38
CB-75	Chip--	0.8	Quartz vein--	0.01	.6	.23	.07
CB-76	--do--	3.3	Fault zone---	Tr	Tr	.05	.08
CB-77	--do--	3.2	-----do------	.02	5.5	4.02	1.22
CB-78	--do--	.5	Quartz vein--	.04	1.6	1.36	2.21
CB-100	--do--	2.5	Fault zone---	Tr	N	.07	.09
CB-101	--do--	4.5	-----do------	N	N	.04	.08
CB-541	--do--	1.6	-----do------	.05	2.1	2.10	.04
CB-542	--do--	.6	-----do------	Tr	.4	.16	.01
CV-28	--do--	1.3	-----do------	N	.3	.18	.10
CV-29	--do--	1.5	-----do------	.09	2.3	2.33	.82
CV-30	--do--	.8	-----do------	.01	Tr	.01	--
CW-1	--do--	1.3	-----do------	.11	.1	.25	.02
CW-2	--do--	1.0	-----do------	N	.4	1.60	.05

Four adits have been driven along a branch of the Snowshoe fault about ½ mi (1 km) south of Twin Peaks. All the workings were inaccessible. Johns (1970) indicated that the lower adit is 340 ft (100 m) long and that the upper adits are 180, 150, and 40 ft (55, 45, and 12 m) in length. A 110-ft (34-m) long adit on a separate minor structure is to the west. These workings are 800 ft (240 m) east of the study area boundary, but the fault extends into the area both to the north and south. The fault trends N. 10° E. and dips from 65° E. to vertical. It is bounded on the east by quartzite and on the west by argillite. The fault is about 4 ft (1.2 m) wide and filled with irregularly distributed, 2-in. (5.0-cm) wide quartz veins and gouge. Gold is associated with minor galena and pyrite in the quartz veins. Gold values as much as 0.60 oz/ton (20.6 g/t), were reported (Johns, 1970, p. 109) for material in the upper adits, but the total exposed fault averaged 0.24 oz/ton (8.29 g/t). Three samples taken across the fault by the Bureau of Mines, at the adit portals, averaged 0.46 oz gold per ton (15.8 g/t).

The significant gold values in the fault at the workings indicate that the several faults of the Snowshoe fault zone may have economic importance in this area.

DEPOSITS RELATED TO THE ROCK LAKE FAULT

The Rock Lake fault is one of the major structural features of the region. Gibson (1948, p. 46) estimated 2,500 ft (750 m) of vertical displacement for the 30-mi (48-km) long fault. Three mining properties are on the fault, two of which are in the wilderness area and one is outside. The Heidelberg (pl. 2, No. 22) has the only recorded production.

Mineralized zones consist of several small quartz veins along the fault with intervening gouge and breccia, or of single quartz veins along bedding-plane shears subsidiary to the fault. The veins pinch and swell and are both replacement and fissure fillings. Chalcopyrite, galena, and pyrite occur mainly in quartz with some calcite and sericite. Gold is associated with the sulfide minerals.

HEIDELBERG MINE

The Heidelberg mine (pl. 2, No. 22) consists of 20 claims south and southeast of Rock Lake just south of the study-area boundary. Access is by dirt road from Montana Highway 200.

The R. J. Price Mining Co. did initial exploration during the 1920's. A 45-ft (14-m) long adit between 4,000–4,500-ft (1,200–1,350-m) elevation east of Rock Creek was driven N. 10° E. to intersect the Rock Lake fault zone. The company changed its name to the Heidelberg Mining Company in 1936 and extended the crosscut to 780 ft (240 m), far short of the fault zone.

In the 1960's, a vein along a bedding-plane shear zone in a disturbed area adjacent to and just east of a branch of the Rock Lake fault zone was explored (fig. 16). A trench, a short adit, and a shaft expose this vein for 160 ft (50 m) along its strike. The vein parallels the bedding of the quartzite and argillite country rock, strikes about N. 15° E., and dips 35° to 45° SE. The vein is from 1 to 30 in. (2 to 75 cm) wide, but averages about 6 in. (15 cm). Four samples taken across the 160 ft (50 m) of the exposed vein have a weighted average of 1.58 oz gold per ton (54.2 g/t), 1.66 oz silver per ton (56.9 g/t), and minor lead, zinc, and copper. South of this area are three crosscuts driven to intersect the vein found in the shaft and associated workings.

The vein is reported to be intermittently exposed for 1,000 ft (300 m) (Crowley, 1963, p. 20). It may be exposed in the upper of two crosscuts that are located 1,300 ft (400 m) south of the shaft. A 6-in. (15-cm) wide quartz vein parallel to the bedding is crosscut by the 14-ft (4-m) upper adit. A sample (CV–22) of the vein in this crosscut contained 0.36 oz gold per ton (12.3 g/t) and 0.1 oz silver per ton (3.4 g/t). The next crosscut 300 ft (90 m) downslope is 350 ft (107 m) long. It

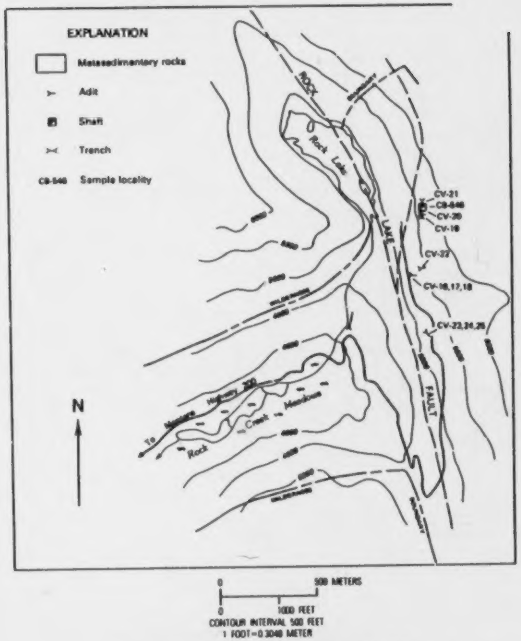

FIGURE 16.—Heidelberg mine area sample localities.

probably was not driven far enough to intersect the vein, but the crosscut does intersect quartz- and gouge-filled shear zones that contain traces of gold and silver. Fifteen hundred feet (450 m) farther south is a 105-ft (32-m) long crosscut, which trends S. 60° E. but does not intersect the vein. The crosscut does intersect a 4-ft (1.2-m) wide shear zone that strikes N. 30° W. and dips 60° to 80° NE. Samples of the zone contained as much as 0.01 oz gold per ton (0.34 g/t), 0.1 oz silver per ton (3.4 g/t), and 0.15 percent copper.

The apparent continuity of the vein suggests that it may extend

Data for samples from localities shown in figure 16

[Tr, trace; N, none detected; --, not applicable or not analyzed. Data recorded in inch-pound units. 1 ft = 0.3048 m; 1 oz/ton = 34.285 g/t]

Sample No.	Type	Length (ft)	Description	Gold (oz/ton)	Silver (oz/ton)	Lead (percent)	Zinc (percent)
CB-546	Chip--	2.0	Quartz vein	2.24	2.3	0.6	Tr
CV-16	--do--	1.5	Shear zone-	N	.1	--	--
CV-17	--do--	2.0	Quartz lens	N	.1	--	--
CV-18	--do--	1.0	Shear zone-	.02	.3	--	--
CV-19	--do--	2.0	Quartz vein	.25	.3	.1	--
CV-20	--do--	2.0	----do-----	2.90	3.0	1.0	--
CV-21	--do--	1.0	----do-----	.29	.4	.4	--
CV-22	--do--	.5	----do-----	.36	.1	.1	--
CV-23	--do--	4.0	Shear zone-	.01	Tr	Tr	--
CV-24	--do--	4.0	----do-----	N	.1	Tr	--
CV-25	Grab--	--	Shaft dump-	N	.1	Tr	--

northward into the study area. Samples from the northern workings indicate that the vein carries economically significant mineral values.

SAINT PAUL PASS PROSPECT

The prospect straddles Saint Paul Pass (pl. 2, No. 20). R. J. Price Mining Co. located the prospect in the 1920's. Access is by trail from Rock Lake.

A 20-ft (6-m) long adit and two pits expose the Rock Lake fault zone for a distance of over 200 ft (60 m). The zone trends N. 40° W. and dips steeply to the east. It is bounded on the west by the Burke Formation and on the east by the Wallace Formation. The zone is 8-10 ft (2-3 m) wide and contains several quartz veins, lenses, and pods. Veins range from 6 in. to 3 ft (15 cm to 1.0 m) wide, but are not continuous along the strike. Three selected chip samples of some of the mineralized areas averaged 0.01 oz gold per ton (0.34 g/t), 5.0 oz silver per ton (171.5 g/t), and 0.45 percent copper.

(19 g Ag/T)
USB SAMPLE

WANLESS LAKE PROSPECT

The Wanless Lake prospect (pl. 2, No. 35), also known as the Hamermill, is south of Wanless Lake on the Goat Peak Trail. A small pit is on part of the Rock Lake fault zone. Country rock is of the Prichard Formation on the west and the Burke Formation on the east side of the fault. The zone is poorly exposed but appears to be several feet wide and trends northwestward. Small quartz veins containing chalcopyrite, pyrite, and galena occur along shears within the zone. Two selected samples of some of the mineralized areas contained as much as 0.02 oz gold per ton (0.69 g/t), 0.2 oz silver per ton (6.9 g/t), and 0.5 percent lead.

OTHER DEPOSITS

Isolated mining claims and mineral occurrences not related to major geologic features occur at several localities, mainly in the southern part of the study area. Some mineralization was found in quartz veins along shears. The veins are commonly parallel to the bedding of the enclosing rocks, but some crosscut the beds at low angles. The veins pinch, swell, and often branch. Sheeting, caused by movement after formation of the veins, exists locally. Placer deposits have been claimed at the heads of several creeks on the east side of the area. Most of the sediments are essentially glacial till. The prospects and occurrences are described in order of importance. Other miscellaneous prospects are tabulated (table 8).

REMP MINE

The Remp mine (pl. 2, No. 2) is near the head of Cedar Creek and one-half mile (0.8 km) northeast of Lower Cedar Lake. Access is by 1 mi (1.6 km) of trail from the end of a dirt road. Early operators packed out a small amount of high-grade ore. The property (now the Silver Ghost) is intermittently active, but has not recently produced.

A quartz vein parallel to bedding is exposed in two groups of workings 260 ft (80 m) apart (fig. 17). The area between is covered by overburden. The vein trends N. 35° W. Tetrahedrite, galena, chalcocite, pyrite, pyrrhotite, and copper carbonates occur disseminated or in bands in argillite.

The vein is exposed for 90 ft (27 m) in a trench 220 ft (67 m) south of the cabin. The vein dips 28° SW. and ranges from 1.0 to 1.5 ft (0.3 to 0.5 m) wide. Three samples across it averaged 1.0 oz silver per ton (34.0 g/t) and 0.1 percent lead. A 20-ft (6-m) long adit 30 ft (9 m) below and slightly southwest of the trench was driven on a branch of the main vein dipping 55° SW. The adit failed to crosscut the main vein because it was driven at an improper bearing. Two caved adits, possibly on the vein, are 300 ft (90 m) farther southeast. A select sample from one of the dumps contained 12.8 oz silver per ton (398 g/t).

Northwest of the cabin, the vein crops out or is exposed by workings over a strike length of 280 ft (85 m). A 35-ft (10-m) deep inclined shaft and several small trenches explore the vein, which dips 36° SW. and ranges from 0.8 to 3.2 ft (0.2 to 1.0 m) wide. Seventeen samples

Most of the gravel was too deep to obtain samples on bedrock except for one sample near the upper end. Gold values were less than one-half cent per cubic yard (\$0.001 g/m^3), and black sands were less than 2 lb/yd^3 (0.69 kg/m^3). Traces of tungsten were present.

MISCELLANEOUS PROSPECTS

Miscellaneous prospects having no historical importance or apparent mineral potential are tabulated in table 8.

CONCLUSIONS

No production has been recorded from the Cabinet Wilderness, but three areas of mineralized zones have potential. Recently discovered, potentially minable deposits are being explored nearby. County records indicate that about 300 claims have been located within the study area from 1882 to 1973.

The highest mineral potential in the study area appears to be in the vicinity of Rock Creek on the southwest side of the area. The Rock Creek area is underlain by a strata-bound, disseminated copper-silver zone, similar to the Spar Lake (Mt. Vernon) deposit to the northwest. (The Spar Lake deposit was discovered in the 1960's by Bear Creek Mining Company and may be developed by American Smelting and Refining Company.) On the basis of company diamond drilling just west of the wilderness boundary, and Bureau of Mines sampling in the wilderness just east of the boundary, about 4 million tons (3.6 million t) of indicated reserves exist that average 0.86 percent copper and 1.80 oz silver per ton (62 g/t); and about 21 million tons (19 million t) of indicated subeconomic resources exist that average 0.29 percent copper and 0.4 oz silver per ton (13.7 g/t). An additional 70 million tons (64 million t) of copper-silver-bearing rock are inferred.

Several mines adjacent to the east side of the study area are along sulfide-bearing veins associated with the northwest-trending Snowshoe fault. Most mining has been along the northern part of the fault outside the study area. The southern portion extends into the wilderness area and two prospects may contain over 500,000 tons (454,000 t) of submarginal resources.

Veins associated with the Rock Lake fault are being explored at three localities. The Heidelberg vein near Rock Lake contains as much as 2.9 ounces of gold per ton (99 g/t). It may extend into the wilderness area.

Several isolated mining claims within the wilderness have been located on sulfide-bearing quartz fissure veins not related to the major structures. The veins presently have low economic potential. Placer claims have been located in areas covered by glacial till and have low potential.

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CABINET MOUNTAINS
MINERAL ACTIVITY COORDINATION REPORT
KOOTENAI NATIONAL FOREST

FEBRUARY 1986

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CABINET MOUNTAINS ACTIVITY COORDINATION STUDY

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I. INTRODUCTION

In May 1984, the Forest Service and Department of State Lands (DSL) received a conceptual plan of operations from ASARCO Incorporated for development of a hardrock mine in the southern portion of the Cabinet Mountains. ASARCO's proposal outlines how ASARCO intends to mine its claimed minerals in their Rock Creek Properties. Pacific Coast Mines, Inc., an affiliate of United States Borax and Chemical Corporation (referred to herein as U.S. Borax), has also indicated an interest in mining their minerals in the Rock Creek area in the near future. Because of these proposals and the potential for other mineral activities and developments in the same general area, the Forest Service has decided to review these proposals within the overall management framework for the area, and consider the possibility of other mineral activity requests in the next decade. The area incorporated in this study, therefore, includes the entire southern Cabinet Mountain Range and vicinity, including areas where there is currently a high level of mineral interest and a likelihood of further mineral exploration and development. This study is comprehensive in nature. It's purpose is to identify long-term mineral development opportunities and potential, and to identify resource concerns and make recommendations that may be necessary to ensure that mineral activity is in harmony with other National Forest uses and resources. To achieve this objective, the study addresses a number of questions including the following:

- What is the mineral potential for the area and the extent of mineral exploration and development that may be proposed in the foreseeable future?

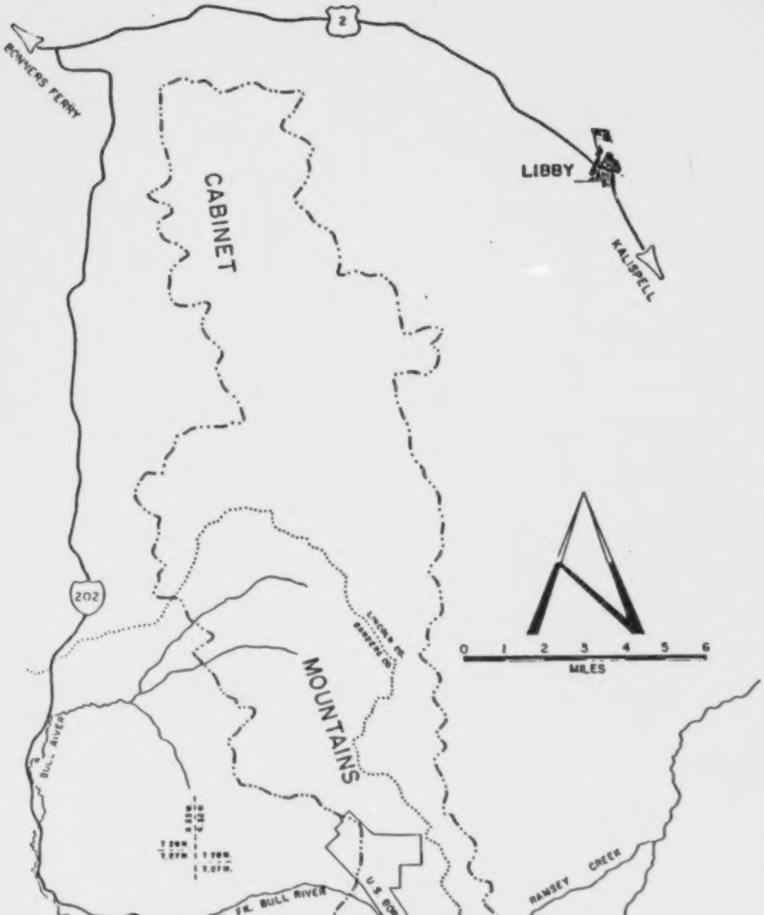

BONNERS FERRY
2
LIBBY
KALISPELL
CABINET
MOUNTAINS
WILDERNESS
202
LINCOLN CO.
SANDERS CO.
0 1 2 3 4 5 6
MILES
BULL RIVER
E. FK. BULL RIVER
U. S. BORAX Claim Group
U. S. BORAX Claim Group
U.S. BORAX Claim Group
ASARCO Claim Group
RAMSEY CREEK
LIBBY CREEK
CLARK FORK
CLARK FORK RIVER
NOXON
200
ROCK CREEK
NOXON RES.
THO FAL
CABINET MOUNTAINS WILDERNESS
MONTANA

FIGURE I, Vicinity Map

Location Map of U.S. Borax and ASARCO Wilderness Claim Groups.

- Where are the best sites, from a technical and engineering feasibility aspect, for tailings impoundments, mill facilities, and transportation and transmission corridors?

- Is it feasible to locate milling and processing facilities underground or mine backfill all or portion of the tailings as alternatives to surface development methods?

- What are the other uses and resources that may be affected in the study area, and how can mineral exploration and development best be accomplished while protecting other uses and resources in the area?

- Considering the above, what are some feasible development alternatives responsive to the industry plans that may be evaluated along with environmental studies for their development proposals?

This study is not an environmental analysis as required of NEPA, but rather a technical and resource related study that will help the Forest Service understand and plan for the level of increased mineral activity that could occur, and at the same time provide some insights into possible resource conflicts and mitigation opportunities. It is envisioned that this study will provide guidance that will be useful in the evaluation of specific mineral activity proposals, such as the development proposals submitted by ASARCO and U.S. Borax. It should also provide guidance to forest managers in the administration of other National Forest resources such as timber harvest, roading, and other uses, to the extent that these activities must accommodate mineral development and operation.

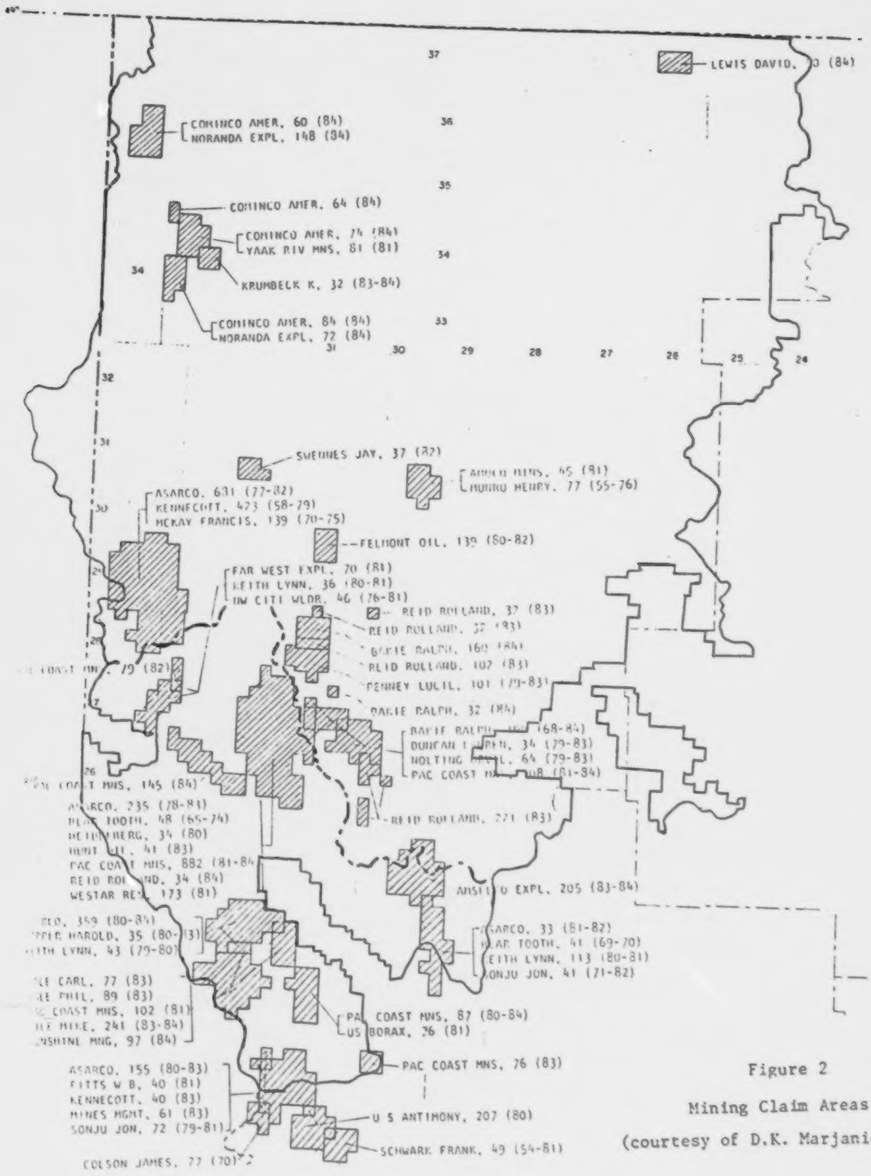
In the course of this study, the Forest Service consulted with and received input from other Federal and State Agencies including U.S. Bureau of Mines, U.S. Fish and Wildlife Service, and the Montana Department of State Lands. The study team also consulted with personnel from ASARCO, Inc., and U.S. Borax regarding the technical aspects of their proposals.

II. MINERAL ACTIVITY PERSPECTIVE

1. Present Mineral Activity

There are over 7,500 mining claims on the Kootenai National Forest, nearly half of which have been located within the past 5 years. Most of the claims are located in the southwest portion of the Forest on the Cabinet, Troy, and Libby Ranger Districts. Refer to Figure 2 for distribution of larger claim blocks. Over 1.5 million acres of land on the Kootenai National Forest (KNF) has been leased for oil and gas. These leases have all been issued within the last several years.

A large percentage of the mining claims on the Forest have been located for stratabound silver-copper deposits. These stratabound deposits are relatively low-grade and essentially confined to the Revett Formation of the Proterozoic Belt Supergroup. Of the approximately twenty Revett stratabound deposits discovered to date, all are located in a relatively narrow copper sulfide belt extending from the Coeur d' Alene Mining District in Idaho to about the Kootenai River. All of these stratabound deposits have been discovered within the last twenty years.


49°
37
LEWIS DAVID, 30 (84)
COMINCO AMER. 60 (84)
NORANDA EXPL. 148 (84)
36
35
COMINCO AMER. 64 (84)
COMINCO AMER. 74 (84)
YAAK RIV MNS. 81 (81)
34
34
KRUMBECK K. 32 (83-84)
33
COMINCO AMER. 84 (84)
NORANDA EXPL. 72 (84)
31
30
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28
27
26
25
24
32
31
SWEDNES JAY. 37 (82)
ANACO MINS. 45 (81)
MUNRO HENRY. 77 (55-76)
ASARCO. 631 (77-82)
KENNECOTT. 473 (58-79)
MCKAY FRANCIS. 139 (70-75)
30
FELMONT OIL. 139 (80-82)
FAR WEST EXPL. 70 (81)
KEITH LYNN. 36 (80-81)
NW CITI WLDR. 46 (76-81)
REID ROLLAND. 32 (83)
REID ROLLAND. 37 (83)
BAKIE RALPH. 160 (84)
REID ROLLAND. 102 (83)
PENNEY LUCIL. 101 (79-83)
BAKIE RALPH. 32 (84)
COAST MNS. 79 (82)
BAKIE RALPH. (68-84)
DUNCAN LAUREN. 34 (79-83)
NOLTING PAUL. 64 (79-83)
PAC COAST MNS. 108 (81-84)
26
PAC COAST MNS. 145 (84)
ASARCO. 235 (78-83)
BEAR TOOTH. 48 (65-74)
HEIDENBERG. 34 (80)
HUNT OIL. 41 (83)
PAC COAST MNS. 882 (81-84)
REID ROLLAND. 34 (84)
WESTAR RES. 173 (81)
REID ROLLAND. 221 (83)
ANSELMO EXPL. 205 (83-84)
RCO. 359 (80-84)
PPER HAROLD. 35 (80-83)
ITH LYNN. 43 (79-80)
ASARCO. 33 (81-82)
BEAR TOOTH. 41 (69-70)
KEITH LYNN. 113 (80-81)
SONJU JON. 41 (71-82)
LE CARL. 77 (83)
LE PHIL. 89 (83)
C COAST MNS. 102 (81)
LE MIKE. 241 (83-84)
NSHINE MNG. 97 (84)
PAC COAST MNS. 87 (80-84)
US BORAX. 76 (81)
PAC COAST MNS. 76 (83)
ASARCO. 155 (80-83)
FITTS W B. 40 (81)
KENNECOTT. 40 (83)
MINES MGMT. 61 (83)
SONJU JON. 72 (79-81)
U S ANTIMONY. 207 (80)
SCHWARK FRANK. 49 (54-81)
COLSON JAMES. 77 (70)

Figure 2

Mining Claim Areas

(courtesy of D.K. Marjaniemi)

One such Revett stratabound silver-copper deposit is presently in production. This is ASARCO's Troy Mine located at Mount Vernon within the Troy Ranger District. The Troy Mine is an 8500 ton per day underground room-and-pillar operation which began production in 1981. Annual production is approximately 4.2 million ounces of silver and 20,000 tons of copper. The Troy Mine-life is estimated at 17 to 19 years from the startup of operations.

Other Revett stratabound deposits are being explored or proposed for development on the Kootenai National Forest. ASARCO has recently proposed development of their Rock Creek Deposit which lies in and adjacent to the Cabinet Mountains Wilderness approximately fifteen miles southeast of their Troy Mine. The Rock Creek Deposit is over twice the size and of similar grade as that being operated at Troy. The Rock Creek Mine, as proposed, would be a 10,000 ton per day underground room-and-pillar operation with a nearly 30 year mine-life. At an annual production rate of approximately 5.3 million ounces of silver and 22,000 tons of copper, it would be among the largest silver mines in the United States. ASARCO hopes to have the Rock Creek Mine in production within the next five years.

U.S. Borax and Chemical Company (Pacific Coast Mines) is in the development stage on their mining claims in the Rock Lake, Rock Peak, and Horizon Basin areas of the Cabinet Mountains Wilderness. Borax has indicated they plan to bring these deposits into production as soon as possible. As envisioned, the Borax operation would be 8,000 tons per day room and pillar operation with an estimated mine life of 15 years. Approximately 5.1 million ounces of silver and 21,000 tons of copper would be produced annually.

In addition to the deposits already mentioned, there are over ten Revett stratabound prospects with varying degrees of economic potential that are being explored on the KNF. These are located 1) in the general vicinity of ASARCO's Troy Mine and south towards the Clark Fork River, 2) near the Rock Creek Deposit, 3) in the Vermillion-Simms Creek area, and 4) in the area south of the Clark Fork River. Most of these prospects have had some exploratory drilling.

Other than the Revett stratabound deposits, there is also active exploration on the Kootenai National Forest for gold, massive sulfides, and other minerals. These activities are generally confined to the east side of the Cabinets and the northwest portion of the Forest. Known gold deposits are relatively small but some have potential for development. Activity aimed at discovering massive sulfides in the Prichard Formation is presently in the early exploration phase.

W. R. Grace owns and operates an open pit vermiculite mine close to Libby. Grace has recently been granted patent on approximately forty mining claims adjacent to their present mine. The deposit reportedly contains the largest vermiculite reserves in the world.

Oil and gas activity on the Forest has consisted for the most part of seismic and other geophysical work. This activity has largely focused on the east and north sides of the Forest. In 1983-1984 ARCO-Marathon drilled an exploratory hole in Pleasant Valley on private land in the eastern part of the Kootenai National Forest. The hole was the deepest to date in Montana at over 17,000 feet. It did not encounter younger Phanerozoic sediments under thrust sheets of Proterozoic Belt rocks as the company had hoped, but non-commercial quantities of gas were reported in the Belt sediments.

2. Mineral Outlook

There are many difficulties in projecting the level and location of mineral activities that can be expected on the KNF for the next ten or more years. One significant problem is that the information obtained by industry from mineral exploration is often fragmentary and incomplete. Another problem is that market, economic, and even geopolitical conditions can have a substantial effect on the exploration or development of minerals.

All things considered, it is reasonable to expect a high level of mineral prospecting, exploration, and development on the Kootenai National Forest over the next decade and beyond. Such activity will focus largely on Revett stratabound silver-copper deposits; however, there is potential for development of gold, massive sulfide (lead-zinc) and other metallic and non-metallic mineral deposits. The outlook for oil and gas is somewhat more uncertain than that for minerals; however it is reasonable to expect at least a low level of intermittent activity over the next few years. Such activity will probably consist of geophysical work.

Within the next ten years, ASARCO will likely have their Rock Creek Mine in production and Borax may have developed a mine to produce their Rock Lake and adjacent deposits. These deposits are indicated in this analysis as Deposit A for ASARCO's Rock Creek Deposit; and B-1 for Borax's Rock Lake Deposit, B-2 for Borax's Rock Peak Deposit, and B-3 for Borax's Horizon Basin Deposit (see Figure 3 (unbound)). It is possible Borax will have identified additional reserves near this area to be included in their development plans.

The potential exists for development of other known or thus far undiscovered Revett and other mineral deposits, and for oil and gas. A likely scenario of mineral and oil and gas activity on the Forest over the next ten years would include the following:

1) ASARCO will extensively explore the area near their Troy Mine in an effort to outline additional reserves. (The Troy Mine will be nearing exhaustion of identified reserves in the late 1990's). Should additional reserves be discovered, it is likely but not certain they would be developed using the present mill and other facilities.

2) Exploration will continue on the other known Revett deposits over the next ten or more years. Some of these deposits will likely be dropped from further study because of discouraging exploration results. Extensive exploration may occur on one or more of these deposits, possibly leading to eventual production. Any such production would probably not occur within the next ten years because of the long lead times generally required for development and permitting.

3) Exploration will continue in an effort to discover presently unknown Revett deposits. There is a high potential that additional deposits will be discovered within the next ten or more years. However, there is a very low probability that production will result from these deposits within the next ten years.

4) Exploration will continue for other mineral deposits on the Forest, most notably for gold and massive sulfides. It is possible that one or more small gold mines could be put into production within the next ten years. Such gold development would likely take place along the east side of the Cabinet Mountains. The search for massive sulfide (lead-zinc) deposits on the Forest is focused on the Prichard Formation of the Belt Supergroup. It is difficult to predict the level of activity that will result from the search for massive sulfide deposits, but it is important to note that the Prichard Formation covers a large portion of the Forest.

5) Exploration for oil and gas will continue for at least the next few years focusing primarily on the east and north sides of the Forest. Such activity will probably be at low levels and consist largely of geophysical work. Some exploration holes might be drilled but there will probably be no rush of activity to determine the oil and gas potential on the Kootenai National Forest.

III. MINERAL DEVELOPMENT

The development siting analysis was limited to the four ore bodies identified in figure 3 since these are the areas with the greatest likelihood of mineral development in the next decade. The study area extends outward from these "interest" areas to include lower elevation lands and valleys that are better suited for associated mining developments such as mill sites and tailing impoundments. The peripheral areas east of the Cabinet Divide include the upper tributaries of Libby Creek and West Fork of Fisher. West of the Cabinet

EXHIBIT V

FOREST SERVICE
MINERALS PROGRAM POLICY

The availability of mineral and energy resources within the National Forests and Grasslands significantly affects the development, economic growth, and defense of the Nation. The mission of the Forest Service in relation to minerals management is to encourage, facilitate, and administer the orderly exploration, development, and production of mineral and energy resources on National Forest System lands to help meet the present and future needs of the Nation.

The Forest Service administers its mineral program to:

1. Encourage and facilitate the orderly exploration, development, and production of mineral and energy resources within the National Forest System in order to maintain a viable, healthy minerals industry and to promote self-sufficiency in those mineral and energy resources necessary for economic growth and the national defense.

2. Ensure that exploration, development, and production of mineral and energy resources are conducted in an environmentally sound manner and that these activities are integrated with the planning and management of other National Forest resources.

3. Ensure that lands disturbed by mineral and energy activities are reclaimed for other productive uses.

The Forest Service policy is to:

1. Process mineral applications, operating plans, leases, licenses, permits and other use authorizations efficiently and timely.

2. Ensure the integration of mineral resource programs and activities with the planning and management of renewable resources through the land and resource management planning process (FSM 1922), recognizing that mineral development can occur concurrently or sequentially with other resource uses.

3. Plan and provide for access to and occupancy of National Forest System lands for mineral resource activities, consistent with the overall management objectives and the rights granted through statutes, leases, licenses, and permits. Eliminate or prevent occupancy that is not reasonably incident to and required for mineral operations.

4. Prior to applying for the administrative withdrawal of National Forest System lands from mineral entry, ensure the consideration of (a) the national interest in strategic and critical minerals (b) the value of the mineral resource foregone (c) the value of the resource or improvement being protected (FSM 2760).

5. Ensure that valid existing rights have been established before allowing mineral or energy activities in congressionally-designated or other withdrawn areas.

6. Coordinate and cooperate with other Federal and State agencies having authority and expertise in mineral-related activities.

7. Maintain an effective professional, technical, and managerial work force that is knowledgable in mineral exploration and development.

8. Ensure the uniform application of exploration, development, and reclamation standards.

9. For all mineral exploration and development proposals that would create environmental disturbance require a reclamation plan to return the land to other productive uses consistent with land and mineral management goals.

Senator **Melcher**. Thank you. Let's start with the oil people first since they testified first.

Let's see. Is this recommendation you have, Mr. Belton—if I read this right, you just want to lop off a couple of sections along this whole area?

Mr. **Belton**. That's basically correct.

Senator **Melcher**. And that's north of the Sun River?

Mr. **Belton**. That's right.

Senator **Melcher**. Then you would just delete all of Silver King/Renshaw?

Mr. **Belton**. A number of our prospects actually are right in that Silver King area. So we do feel there is quite a bit of oil and gas potential in that area. We're looking at it strictly from oil and gas potential.

Senator **Melcher**. OK. You are the only major oil company that testified, aren't you?

Mr. **Belton**. I believe Phillips and Chevron will be testifying tomorrow. They're not here today.

Senator **Melcher**. Do you know what their interest is? Is your interest down here in Silver King?

Mr. **Belton**. Our interest—we have prospects, Senator, that actually go all the way from say 25 north all the way down to 17 north. We have prospects interspersed all along that front range, some of which are adjacent to the boundary line of Lewis and Clark Forest, and some of which actually overlap into 9 west, which would be in the forest itself.

Senator **Melcher**. Some is adjacent to the forest and some——

Mr. **Belton**. Actually overlaps into it.

Senator **Melcher**. OK. Are you down here in Silver King/Renshaw?

Mr. **Belton**. Yes.

Senator **Melcher**. And some of this up here might get into the forest land.

Mr. **Belton**. That's correct.

Senator **Melcher**. Now, Mr. Neibauer, your company bought Mobil's interest?

Mr. **Neibauer**. That's correct, Senator.

Senator **Melcher**. So your interests appear in Blackleaf, and that's all you're testifying on.

Mr. **Neibauer**. That's correct. We own a 50 percent working interest in Blackleaf. The other companies are Meridian Exploration, Burlington Northern, and they have 25 percent. The other 25 percent is Phena and their affiliates.

Our position is that we are not affected directly by the wilderness bill as it stands, but we have structures identified on lands that are being proposed for wilderness. That would be in the Volcano Reef and Choteau Mountain area.

Senator **Melcher**. OK, thank you.

Mr. Warne, Mr. Belton just says to lop off all of Silver King/Renshaw. I know from a geologist's standpoint and from an oil company's standpoint, better safe than sorry. Is that it?

Mr. **Warne**. Well, that's part of it. I would support what Mr. Belton said. The outline that was proposed by your bill, S. 2850 in 1984, would have included in wilderness part of the area that looks like it could contain a large structure. I supported this bill in 1984 by saying that I thought it was a reasonable compromise between wilderness and development.

Senator **Melcher**. Point out Silver King/Renshaw on there.

Mr. **Warne**. This is the Silver King area here.

Senator **Melcher**. That's the whole area. But you've got a little over half of it in or said it was a good deal.

Mr. **Warne**. Well, it looks like your bill of 1984 would have included about over half of the Silver King/Falls Creek area in wilderness. Actually, about two-thirds of it.

Senator **Melcher**. I mentioned Renshaw.

Mr. **Warne**. I didn't testify on Renshaw. I'm not familiar with the Renshaw area.

Senator **Melcher**. You didn't do Renshaw at all. All right.

Gary, I guess I can understand your testimony. It's not too long. I wanted to check a couple of things. The Great Burn—is this area pretty well identified where the forest bar and the gold and the rare earth and uranium exist?

Mr. **Langley**. Yes. I wasn't able to get the map until just the other day, Senator. It's in my briefcase and I'll drop it off with Mr. Hill before I leave town.

Senator **Melcher**. Is there a road up there?

Mr. **Langley**. I don't know. I can't answer that.

Senator **Melcher**. Will they come in from our side or not?

Mr. **Langley**. Well, there is some concern over the Idaho bill how much that is going to affect it.

Senator **Melcher**. Can you get us a map on that?

Mr. **Langley**. I've got it, and I'll leave it with Tucker.

Senator **Melcher**. All right.

Mount Helena—is there somebody looking at that right now?

Mr. **Langley**. At the present time there are two companies that are looking very hard in that area. I would suspect that at some point mineral development will be imminent. The two companies are Battle Mountain Gold and Ardic Exploration. That's Ardic with a D.

Senator **Melcher**. Do you know if they're very close to the proposed area? That's a pretty small area.

Mr. **Langley**. Yes. I don't have the map with me, but as I recall, it's most of that northern half of that Mount Helena area.

Senator **Melcher**. All right. Thank you.

Can we get maps on that? I guess we can from those companies.

Mr. **Langley**. I think I provided some maps on that.

Senator **Melcher**. All right. I think we've gone over with you, Mr. Smith, or with your associate there, on the question of what you're recommending on the Cabinets. I believe the two areas on the south look like they total about 1,600 or 1,700 acres. Is that right? That you're asking to be deleted.

Mr. **Smith**. It's 560 I think in one case.

Senator **Melcher**. 560 in one case?

Mr. **Smith**. And 2,360 in Area Two.

Senator **Melcher**. Is there 2,300 acres there?

Mr. **Smith**. Yes.

Senator **Melcher**. OK. Then how about Area Three?

Mr. **Smith**. That's 2,500.

Senator MELCHER. About 2,500 acres?

Mr. SMITH. Yes. A little over.

Senator MELCHER. The map is inaccurate. It shows a little over 360. But that's about what it is, 2,300 for Area Two and 2,500 for Area Three. All right. Thank you very much.

Max.

Senator BAUCUS. Thank you. I'd like to address just briefly the question of compatibility of oil and gas development with wildlife and other values.

Some in the industry suggest that that's possible, and I think probably in some cases it is. I'd like any of you who wish to give the best example where oil and gas development, that is where a well drilled and the development of roads and the other related developments, is most compatible with the wildlife values, their resource values, other than minerals and oil and gas. Particularly if it's in our State.

Just give us, if you could, the best example where a well has been drilled and it has minimal effect, the least adverse effect upon other values. Just so we can get a better idea the degree to which that can be done.

Mr. WARNE. Senator Baucus, I'd like to address that question. In my written testimony I show two photographs that were taken in and around the Blackleaf Canyon field on the mountain front in Montana. This photo is of a gas well up on a mountainside in Blackleaf Canyon field. And I guess I'll have to leave it to you to guess from the looks of the photo what kind of effect the drilling of that well had on that countryside.

A small clearing had to be made. This clearing occupies one or two acres. Under Montana Oil and Gas Commission's rules, only one well could be drilled every square mile. So the surface area that would be covered by a gas well would be very small.

The other photo is of a drill site of a dry hole that has been reclaimed. There is a steel marker post here.

Senator BAUCUS. Where is that?

Mr. WARNE. This is at the mouth of Blackleaf Canyon, back here.

Senator BAUCUS. They're both Blackleaf Canyon.

Mr. WARNE. They're both Blackleaf Canyon area. This is the only area where we have any development in Montana now in the mountain front.

Senator BAUCUS. Could you point out some other examples where development you think has the least adverse affect upon the environment?

Ms. FALLAN. There are a couple of examples that I could point to, Senator. I don't think we can give a lot of examples in Montana just because especially in those areas there hasn't been that much development. There is an area in Michigan that we were talking about this morning that is an area of gas development where there has been a tremendous resurgence in the elk population in the water——

Senator BAUCUS. Where is that area in Michigan?

Ms. FALLAN. What is the area, Jack?

Mr. WARNE. It's the Pigeon River State Forest.

Senator BAUCUS. Pigeon River State Forest.

Mr. WARNE. Yes.

Ms. FALLAN. We'll get you some more specifics on that.

Senator BAUCUS. Elks and pigeons, huh?

Ms. FALLAN. And I think in the Waterton field in Canada which I referred to, that area is managed by the company in close cooperation with the provincial fish and game people for hunting and any other wildlife management concerns, closing roads at certain times of the year, in cooperation with those people. They believe that they have excellent presence of wildlife—black bear, grizzly, a variety of kinds of wildlife—right in that field.

Senator BAUCUS. Why is it that some of the areas in the state have not been presently developed, whether it's further development of Blackleaf or whether it's Texaco's interests or other company's interests?

In many instances we folks get visions of dollars, oil and gas development sounds great. I know it's a tough industry. There are a lot of highs and a lot of lows. A lot of dry holes and a lot of wells that aren't dry, that produce some revenue. It's a roller coaster ride in many instances.

But I'm curious as to why some of these areas that we've been talking about today and which have been talked about earlier have not been developed. Further development of Blackleaf for example, or some of Texaco's interests in Silver King for example, or some other areas. Why is it?

Mr. WARNE. Senator Baucus, could I start with that?

Senator BAUCUS. Sure.

Mr. WARNE. In the first place, much of the land where the companies would like to drill is not available for exploration until we can get leases on it. Much of the favorable area here along the mountain front we have not been able to get oil and gas leases on because it's still under consideration for the wilderness bill.

A second reason——

Senator BAUCUS. Also litigation too. Has that been resolved?

Ms. FALLAN. No, it has not been resolved.

Mr. WARNE. That's right. And litigation, the suit that was decided by Judge Hatfield suspended many of the leases in favorable areas pending an environmental impact statement.

Another factor has been the difficulty of getting a drilling permit. Chevron and Petrofina have had applications for drilling permits in the Badger Two Medicine area for several years now, and the various court hearings and other objections by other groups has held up the issuing of those permits. We can't drill a well until we get a permit.

Another factor has been, at just about the time the oil industry got the critical mass of information together to tell where to go in the mountain front area, the price of oil dropped worldwide. A lot of the companies that were interested in the area and had plans postponed or shelved those plans, and some of them even moved out of the area. But I believe that those companies will be back to explore vigorously when the price of oil goes up, which it will eventually. Nobody knows when, but it will eventually.

Senator BAUCUS. That's an excellent question. When?

Mr. WARNE. Nobody knows.

Senator BAUCUS. At what price must crude oil be for there to be significant development, in your view?

Mr. Warne. Well, along the mountain front is probably more gas prone, so you better ask what the price of gas would have to be, natural gas, before development would occur. And I would say somewhere around $3 a thousand cubic feet.

Senator Baucus. The gas is pretty well related to crude, isn't it? Generally.

Mr. Warne. Right.

Senator Baucus. So what price must crude oil be, the world crude price generally? East Texas crude, whatever it is.

Mr. Warne. I guess I'd like to refer to the gentleman from Texaco.

Mr. Belton. First of all, I am not a geologist or a production engineer. And I probably would defer to Ed Neibauer to give you a little more accurate figure on that.

Mr. Neibauer. Senator, my feeling is, to go back a little bit here, the reason that a lot of companies have not explored the Rocky Mountain Front is it's part of the Overthrust Belt which extends from Canada all the way down into New Mexico.

There is only parts of the Overthrust Belt that have been discovered successfully, and one of those areas is the southwest part of Wyoming and northeastern part of Utah. Idaho is being searched right now for hydrocarbon potential. The Montana part is slowly getting to the point where structures are drillable.

To answer your questions about the price of oil, currently the gas price in Montana is $2.10 an mcf. Montana Power, we feel we can make money at that price. Relating that to an oil equivalent, it could be right around the $10.00 figure. So currently we feel that the economics are favorable for EPS to explore. We're not a Chevron or a Texaco with a major overhead where of course the price would have to be a little higher for that. But we feel that the economics and the environment is stable enough for us to get involved in this area.

The political issues to move in and drill a well obviously are the ones that we're trying to get resolved. Even to step back further, we have gas plants in operations in northern Michigan where there is a lot of wildlife, recreational, resort areas, commercial fishing. It's been proven over the years by Amoco, Shell, EPS, a lot of other companies, that the wildlife, the non-industry type people, we can all co-exist.

Senator Baucus. I have one other question. That is, the practical effect of preexisting rights. That is, say the claim is potentially developed in national forest or even wilderness. Under the law, as you pointed out in your testimony, there is a right to develop that.

As you further pointed out, sometimes there is a practical limitation. What I'd like you to do is give us an example of the case where the practical limitations were the worst. And then also, basically the cost of your restrictions. That is, I want a specific example of where that happens. Where is there a right for someone to develop, but because of certain practical impediments, it made it very difficult to develop it. Then I want you to give me an example of where there are fewest restrictions, where it worked out best. Just an example. I'm just trying to find some practical examples.

Mr. Langley. OK. I think that probably Mr. Smith could tell you about some of the problems they've experienced in the Cabinet

Mountains as far as the practicality of trying to delineate ore bodies adjacent to or within a wilderness area.

There is one specific case in the Stony Mountain area where Mark V mines is attempting to develop a gold mine that eventually will produce, if they get it into operation, about 15,000 ounces of gold a year. They are at least three years away because of the restrictions that have been placed on them by the Forest Service for construction. It's just simply a matter of restrictions that are adjacent to the wilderness area.

Senator BAUCUS. On your view, is that partly bureaucratic red tape and all the problems that are inherent in bureaucracy? Or are those restrictions endemic to the classifications in a national forest land or wilderness areas?

Mr. LANGLEY. I think it's a little bit of both. The red tape and so forth. But the fact of the matter is, Senator, that if you're adjacent to a wilderness area, and if you're trying to delineate an ore body, or if you have to build an associated facility such as a tailings pond or whatever, you're going to have problems. Those problems will be to the extent that it will be literally impossible to develop a mine.

Senator BAUCUS. I appreciate that. Thank you very much.

Senator MELCHER. Thank you all very much for your testimony today. That concludes the hearing this morning. We will begin again at 9:30 tomorrow with our second day of hearings. The subcommittee is recessed.

[Whereupon, at 12:40 p.m., the hearing recessed to reconvene Tuesday, March 22, 1988.]

MONTANA NATURAL RESOURCES PROTECTION AND UTILIZATION ACT OF 1987

TUESDAY, MARCH 22, 1988

U.S. Senate,
Subcommittee on Public Lands,
National Parks and Forests,
Committee on Energy and Natural Resources,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:35 a.m. in room SD-366, Dirksen Senate Office Building, Hon. John Melcher, presiding.

OPENING STATEMENT OF HON. JOHN MELCHER, U.S. SENATOR FROM MONTANA

Senator **Melcher**. Good morning. Sorry about the delay in starting this morning. We are having a little problem getting everything arranged properly to get started and I apologize for being late.

Our first witness this morning will be Congressman Ron Marlenee. Ron, welcome to the committee.

STATEMENT OF HON. RON MARLENEE, U.S. REPRESENTATIVE FROM MONTANA

Mr. **Marlenee**. Good morning Senators Baucus and Melcher.

Mr. Chairman, I apologize for not having a prepared statement to submit for the record and 50 prerequisite copies. However, I decided to testify yesterday, jotted down a few of my personal feelings, and appreciate the opportunity and you and this committee accommodating me to come over and give my views.

Mr. Chairman, this is the hat of Joe Montana. Somebody in Congress has to wear this hat. Somebody needs to advocate Joe Montana's needs and rights in this wilderness proposal. Now, Joe does not say much until he had been pushed around. He is a pretty tolerant guy.

Right now, Joe is beginning to feel pushed. Believe me, I have been there enough, and I think you have, too, in enough bars and coffee shops, that I have learned when the fighting point begins. And friend, I believe we are at it.

I would predict that if a bill passes creating more wilderness, you are going to feel a wave of public resentment similar to what is being felt right now on the Tax Simplification Act.

Or maybe we should call this the Public Lands Simplification Act. Simply put all you can in wilderness without getting or giving anything in return. The bills before us are like the Tax Simplification Act, a fraud. The tax simplification's ulterior motive was to get more tax.

The bills we have very simply are to give more wilderness without release from litigation and obstructionism. It is there for all to see right now. Most of the sales on Gallitan Forest are now under appeal or in the withdrawal stage, and a lot of it really not due to the wilderness consideration part of it.

Let me quote for the record the editorials from the Great Falls Tribune and the Livingston Enterprise. I do not know, Senator, if you have seen the Great Falls Tribune editorial of March 20, 1988. But it ends with:

> Melcher, Williams, and Baucus all say they cannot change the law in any of the multitude of public lands laws, change the language in any of the multitude of public lands laws. It is essential to protect the resource, protect the public participation in the process, they say.
>
> They refuse to recognize that chaos has resulted, professional management is being trampled by special interest groups.

The last line, bottom line of the editorial, is that:

> Procedures need to be changed. We will support no more wilderness until changes are made.

The headline on the editorial from the Livingston Enterprise is that: "Mills will close."

Now, Joe Montana agrees with that. He agrees with those two editorials. Senator, I do not want to see Park County lose 400 jobs, and I do not want to see Gallatan County lose 500 jobs, or Beaverhead County 200 jobs.

I do not want to see Montana lose any more jobs, and I do not think that you do, either, either one of you.

The Forest Service has admitted the bill in its present form will cause problems, and in its present form they would recommend a veto. The timber industry has said it would result in mill closures.

The Williams bill does not address timber concerns. To lose 11.4 percent of the annual harvest over the next ten years would be impossible for us to survive. We know it and the timber industry knows it. Article in the newspapers.

The school of business said it would not be productive businesswise to pass further wilderness legislation. What we do—what do we need, is my question? What do we need before we believe the predictions of job loss and negative economic impact from more wilderness legislation? Do we have to see U-haul trailers going over the hill out of the State of Montana?

The bills are a fraud if they purport to promote tourism. There have been a lot of people say, well, this is going to promote tourism. Additional wilderness will have a negative impact on tourism in the State of Montana.

As I have stated time and time again, Senators, we have less access to public lands now than at any time in the past history of the State of Montana. More wilderness simply adds to the overcrowding of the remaining public lands by denying access to the 96 percent of the public land users who use public lands for nonwilderness dispersed recreation.

Let me quote if you will, Senator, from John Bailey, head of western Montana's college of tourism degree program. Dillon 13th

1988 Gazette, Bailey said Montana has access problems that make it difficult for tourists to get to the State and to see much of the scenery within the State.

Environmentalists oppose providing better access to some of Montana's wild lands, he said. And he said, areas now open to public could be destroyed by overcrowding if more land is not opened up.

Let us use Gallatin Forest as a quick example, and I am not going to go into the details because we have discussed this in delegation meetings a number of times. Gallatin Forest would be more than 50 percent wilderness with the passage of the legislation and special set-aside.

Yellowstone Park in connection with that forest, Gallatin surrounds Yellowstone park on two sides. Gallatin is considering—or Yellowstone Park is considering a reservation system for camping, you have got to have a reservation.

Lots and lots of times the tourists are going into Yellowstone Park and they cannot find a place to camp. The environmental community is attempting to close Fishing Bridge Campground, one of the major campgrounds in Yellowstone Park.

The environmental community is opposing creation of additional campgrounds in Yellowstone. Gallatin National Forest, as I said, surrounds Yellowstone Park. And the more wilderness we make in Gallatin National Forest, the fewer the options the Forest Service has to manage for that overcrowding that is going to occur as more and more people use Yellowstone National Park.

People are going to need access to the public lands for recreation if they are going to see the great American West.

Snowmobiling and tourism. The biggest potential, Senator Melcher, that we have in the State for tourism and promotion and development, the biggest one we have had in a long time is the snowmobiling industry; $29 million, potential new dollars of out of State money, funneled right down through our highways and into the destination points in the middle of the winter, when unemployment is high and rooms are empty.

In the middle of the winter, rooms are empty and these guys are coming down Interstate 90 and 94, coming in from the other States. They are driving Suburbans, snowmobiles behind.

Twenty-nine million dollars projected income when the rooms are empty. Wilderness takes away the potential to manage public lands for this benefit. Not only that, but no bill or no amendment was accepted or will be accepted to the wilderness bill that would give back the Cook City-Big Timber snowmobile corridor that was stolen by wilderness legislation when we created the Obsorki Beartooth Wilderness.

That in itself takes away a tremendous tourism potential.

If I may be allowed to—I see my time is up—finish my statement, I have one brief page left, Senator, I would continue.

Let us ask Joe Montana what the bill does for him. Joe the logger, nothing. No release, same lawsuits, most of the sales in Gallatin under appeal.

Joe the hunter, nothing. Management's options less, game management options less under wilderness, less access, more overcrowding of the available public lands, more areas for out of State hunters.

Joe the innkeeper, nothing. Very few tourists with families are going to come down those highways to set outside of a wilderness area and look in.

Joe the camper, nothing.

Joe the millworker, nothing.

Joe the biker, nothing.

Joe the snowmobiler, nothing.

Joe the rancher, nothing.

Joe the barber, nothing.

I have not seen these guys in a wave of support, the snowmobiler.

I know that my colleague said he was done dealing with me as a member of the congressional delegation, that I am out of the wilderness consideration process. Senator, I know your intentions, or Chairman, Mr. Chairman, are right. I know why you are having these hearings.

I do not know why we are considering making more wilderness for or who we are considering making more wilderness for. But it sure ain't for Joe Montana. And I want my name on the bottom line, and as the bottom line as not—and I emphasize—as not being undecided, but as being opposed to creation of more wilderness in the State of Montana.

Thank you.

Senator MELCHER. Ron, as you know, about a year and a half ago we worked with the process as the four of us tried to hammer out an agreed bill, which bogged down on Gallatin. But we signed off on all these areas that were in the bill that I introduced on behalf of the delegation, except for the Gallatin.

Now, of course, it is your right and your responsibility, if that is the way you feel, to oppose any bill now. But I read the Great Falls Tribune editorial. Perhaps I read it wrong, but indeed they editorialized on changing basic laws, though they did not outline which basic laws they are talking about.

I think they are talking about release, the planning process, and appeals that the Forest Service has to deal with through the Forest Management Act.

When I serve on Committees, you in the House and me in the Senate, that have the responsibility for making any adjustments that are necessary in the Forest Management Act or in FLPMA.

I think what the thrust of the editorial was was that from a practical standpoint, no Montana wilderness bill is going to change the basic law that affects the planning process, nor will Idaho's wilderness bill, nor somebody else in some other state's wilderness bill.

When that law is changed, it will be changed on the basis of the entire country, not just one State. And I think that is what the editorial said, and it said to go ahead and pass a Montana wilderness bill under the basic law as it stands, recognizing that a State's wilderness bill is not going to change the basic planning process that is now in the law.

That is the way I read the editorial.

Now, as far as the Livingston Mill Brand S is concerned, I met with them several times in the last five months, and the latest word I have from Doug Crandall is to be sure and get a bill passed that deals with the land swap with the Burlington and the Forest Service, and that is the most important feature in the bill as far as they are concerned.

Now, that is the latest word I have had from them in the last week, and he said he was not going to be here to testify or he testified previously on these bills, or at least on Pat Williams' bill over in the House.

And I do not think their position has changed. The forest products industry of Montana, as well as the Inter-Mountain Forest Products Industry, has told us they hope we can pass a bill in this Congress to get on with the process of releasing the lands that are not going to be designated as wilderness.

So it seems to me that that is the task we have. And they are joined, of course, by the Forest Service, who is urging us to pass a bill this year.

You are welcome back into any part of this discussion. I am glad you are here today. You are welcome back for more if you want to give us some assistance on hammering this out.

Mr. MARLENEE. Senator, I have always appreciated your consideration in the discussion of the various areas that should be and should not be included. And I can only say that you made every attempt to reach through a process of fairness, to reach a consensus.

And the process did work relatively well. That was in the last session of Congress. And I can say that in this session of Congress, I certainly appreciate some of the consultation that you have called upon me to give, plus members of my staff.

I think that you certainly are to be commended for that.

Senator MELCHER. Do you have anything, Senator Baucus?

Senator BAUCUS. I think you will agree, most folks in our State, in fact almost everyone in our State, wants a resolution of this issue. In fact, when I talk to ranchers, I talk to folks in the timber industry, people from the environmental community, they want a wilderness bill passed this year.

This is an issue that has been around for so long, I think most people want to solve the matter as much as possible, to get as much of this behind us. I am sure you know that Montana's forest products industry has come to us, at least to me personally and I think Senator Melcher and maybe to you as well, suggesting what amounts to one million acres of wilderness in the State of Montana.

That is the Montana forest products industry, because they want a bill, too. They want a bill passed, and they want a bill passed basically because they want more certainty.

It is not so much the boundaries of these bills that concern them, as I understand it. It is more the problem of appeals which cause problems for them in making their plans. It is the concern that there might be another bill next year and future years that might also upset some of their planning processes.

But they want a bill. The Montana forest products industry wants a bill. At least those that come to my office tell me they want a bill.

The same goes for all the agencies. I think the best service that we could perform for our State is to work together to get a bill passed. And we welcome you back into the process.

You have decided not to participate in the process, saying you do not want a bill. But I think that the best solution is for you to come and join us and to work in the process to get a bill passed, because I think Montanans want a bill passed this year.

What it comes down to is a bill that is reasonable, you know, that is balanced and it is common sense, but nevertheless a bill that is passed so we can put a lot of these issues behind us.

And John said, you are always welcome. I repeat that: You are always welcome. I am sure that Congressman Williams will have the very same view.

So I just encourage us to work together to get a bill passed.

Mr. Marlenee. Senator Baucus, we were part of a consensus process in the last session of Congress, as I told Senator Melcher, the chairman. I felt it worked relatively well.

We have some very different ideas as to what the future of the State of Montana holds. I know from that discussion within that consensus process, we still do, and I think we will continue to have that.

I stand by my remark that I do not think we need more wilderness for the future of the State of Montana, for Joe Montana. And I stand by my remarks that Joe Montana really does not benefit from additional wilderness. That is pointed out by the fact that in 1982 60 percent believed we had enough or too much wilderness; 62 percent in 1987 believed we had enough or too much wilderness in a statewide poll.

There is a large unspoken, unseen group of people out there called Joe Montana. Until they are pushed they do not say anything, and I think there will be a public backlash with the creation of more.

Thank you for your courtesy. I guess we are always here.

Senator Melcher. Thank you very much, Ron.

Our first panel today will be: Woody Kipp representing the traditionalists of the Blackfeet Tribe; Bill Maloit, Back Country Horsemen of Montana; Jim Posewitz, Wildlife Society; John Daggett, Montana Wildlife Federation; Tom Heintz, Montana Outfitters; and Steve Kelly, Friends of the Wild Swan.

Woodrow, you can go first.

STATEMENT OF WOODROW L. KIPP, PIKUNI TRADITIONALISTS ASSOCIATION, BLACKFEET NATION

Mr. Kipp. Thank you. Mr. Chairman, members of the Committee, fellow Montanans who have traveled a long way to D.C. to testify in this wilderness hearing.

I have been asked to replace Mr. Buster Yellow Kidney, who is a senior member of our organization and who was to testify this morning but because of a very serious illness in his family he is not able to testify.

morning, but because of a very serious illness in his family he is

So I would like to offer testimony on behalf of the Pikuni Traditionalists Association, which is a group organized to advance the spiritual and cultural views of the Blackfeet people.

I do not represent the elected members of the Blackfeet Tribal Business Council, who have decided not to send a representative here today.

I am here to try to convince the committee members that this particular piece of real estate has value to the Blackfeet people from a cultural, spiritual point of view. I cannot talk about the development aspects. As I say, I am not an elected member of the Blackfeet Tribal Business Council.

So any discussion concerning the development aspect would have to be discussed with them. The group that I represent is in a loose coalition with many of the non-Indian conservation groups and environmental groups around the State of Montana, specifically the Glacier-Two Medicine Alliance, who are located in East Glacier, MT, which is on the Blackfeet Reservation; and the Badger Chapter, who is made up primarily of students at the University of Montana, Mr. Mike Bader who is the president of that.

And they are the ones who raised the money through a grassroots fundraising effort to send me here.

So with that said, I would like to say that the Badger-Two Medicine area, which is the former part of the Blackfeet Reservation, is very important to us. It is central and indispensable to the practice of our religion. Many of our tribal members have returned to the practice of their traditional religion in the last quarter of a century.

And one of the primary aspects of our religion is the vision quest, which in traditional times every Blackfeet boy participated in at the age of puberty, whereupon he was sent to the mountains to fast for four days and four nights, to come to terms with the Great Spirit and to become a man.

Many of our people have returned to this practice. I believe that this practice has a lot to do with the decreasing number of people who are affected by alcoholism, by drug dependency, and by the vicious cycle of poverty which we have been in for the last 130 years or since the signing of the 1855 treaty, which was our first agreement with the U.S. Government.

I have some pictures here that Mr. Bill Maloit would like to show the panel. This piece of land is contiguous with Glacier National Park on the north and is contiguous with the Great Bear Wilderness and the Bob Marshall Wilderness on the south.

And it seems to me that it is willing to be made into a national sacrifice area simply because the Blackfeet have treaty rights in this area. Whether this is true or not, I don't know. It just seems that way to me.

But this land is of the same character as Glacier National Park. The only thing that separates it from Glacier National Park is the manmade highway that runs between the two areas.

So with that said, I would like to expand a little bit upon the historical background of this piece of land. Like I say, it was a part of the 1855 agreement. At the present time, the Forest Service is administering the timber in the area.

The area is approximately 130,000 acres in size. The Montana Fish and Game Service administers the wildlife and the wildlife habitat. The U.S. Government is claiming the subsurface minerals in the area. And the Blackfeet Tribe has treaty rights which guarantee the right to hunt, fish, and gather wood for domestic purposes in this area.

So in view of that, I have supported Mr. Baucus' bill in terms of a study area for *X* number of years to iron out the jurisdictional differences in this area. I believe that there are too many entities claiming jurisdiction in this area for anything to be done at the present.

We have made provisions to go to court if there is any type of development activity in this area, based upon the American Indian Religious Freedom Act of 1978, which was passed by the U.S. Congress.

Thank you.

[The prepared statement of Mr. Kipp follows:]

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3/20/1988

Testimony of Woodrow L. Kipp

to the Senate Subcommittee of the Energy and Natural Resource Committee of National Parks, Public Lands and Forests

Re: S. 1478 (Baucus) & H.R. 2090 (Williams)

Honorable members of the Committee:

My name is Woodrow L. Kipp. My Indian name is Natoos-sina (Sun Chief). I am an enrolled member of the Blackfeet Nation located in northern Montana. Many years ago the U.S. government passed laws outlawing the practice of the religion of my people and many other native peoples. It took the white people's government 486 years (from 1492 till 1978) to pass a law (the American Indian Religious Freedom Act) which gave the indigenous peoples of this land the right to pray to God in their own way. At long last they realized that we all pray to the same God in different ways.

Our ways of honoring the Creator are not so dissimilar to the ancient ways of the Christian peoples as portrayed in the Old Testament when Moses and Christ, among others, went into the wilderness to fast and pray. This has been a practice among the Blackfeet people since time immemorial as it has been among other native peoples of this continent.

Today I submit this testimony on behalf of all Blackfeet peoples who still practice the traditional way of fasting and praying in the wilderness. More specifically, I submit this testimony on behalf of those people who use the area that has come to be known as the Badger-Two Medicine area of the Rocky Mountain Front for this purpose.

I firmly believe that the area long known to the Blackfeet people as the "Ceded

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Strip" and more recently known as the Badger-Two Medicine area should, by congressional edict, be set aside as a Blackfeet Tribal Natural Area and Spiritual Wilderness. The ancient heritage of the Blackfeet people is based upon our association with the natural world.

Blackfeet spiritual beliefs are based upon a cosmology which takes into account everything in the plant, animal and mineral kingdoms; they all have sacred connotations in the Blackfeet way of belief.

The Badger-Two Medicine is the last area left of the traditional Blackfeet homeland where practitioners of the Blackfeet religion can retreat to for the "vision quest" ceremony. Dreams and visions received during the "vision quest" are central to the direction and pattern of Blackfeet life. The Blackfeet believe dreams and visions are sacred gifts which show us the right way to live and the right way to relate to the rest of God's creation.

The Blackfeet controlled, militarily, two-thirds of the State of Montana and portions of the Canadian provinces of Alberta and Saskatchewan before the coming of the European. Now we have one tiny corner of that land left to practice the way of life as it was given to our ancestors. That area is the Badger-Two Medicine.

Respectfully,
Woodrow L. Kipp
Woodrow L. Kipp

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TESTIMONY OF JOHN "BUSTER" YELLOW KIDNEY BEFORE THE SENATE ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS ON S. 1478 AND H.R. 2090, MARCH 21 AND 22, 1988.

Mr. Chairman, members of the Committee, my name is John Yellow Kidney. I am an enrolled member of the Blackfeet Tribe, residing in Browning, Montana. I was formerly the Vice-Chairman of the Blackfeet Tribal Council. I was also the chief Tribal Judge, and have served as a Glacier County Deputy Sheriff. I am pleased to be here to testify on S. 1478 (Baucus) and H.R. 2090 (Williams), bills to formally designate Wilderness on national forest lands in Montana. I am representing the Pikuni Traditionalist Association(PTA). The PTA is comprised of Blackfeet Indians who practice their traditional Indian religion in the Badger-Two Medicine area of the Lewis and Clark National Forest. Our association is dedicated to the preservation of the Badger-Two Medicine area (also known as the "Ceded Strip" and the Blackfeet Unit) as a pristine area which supports the religious and cultural uses of Blackfeet Indians.

I have been practicing my traditional Indian religion all of my life. The Badger-Two Medicine area is central and indispensable to the traditional Blackfeet religion. My father used to take me into this area as a child. I went with him and other older people on hunting trips through this area where they taught me how to survive in this area. It was quite fortunate that I was invited along with these old people, for I learned very much from them.

This area has always held a very special place in my heart because it is so peaceful all the time. As the years went on, I began to go into this area more and more, and I found that the things that these old people had taught me were very true. I began going on vision quests in this Badger-Two Medicine area and saw the true meaning of their words. Every animal, rock, the trees, grasses, flowers, and the Earth itself, have a lesson to teach us, and if we listen, then we will get the lesson. These are the things that we are trying to preserve today in the Badger-Two Medicine area. In the Indian religion, every thing on this Earth is connected, and has a spirit unto itself. These natural things are very sacred to us, and it is very harmful if they are destroyed.

It is so very valuable to us to have this area in a pristine condition. That is what the Indian is trying to do; to preserve this land for our traditional religious beliefs. Many people depend on this area for survival. There are many people on our Reservation who are very old and poor. Younger people go into this area and hunt for them so that they can eat good meat all winter. Without that, these people have a hard time getting by. This area also provides many of the items which are essential to our religious ceremonies. I will not divulge what these things are, because they are sacred, and it is not our way to openly discuss such spiritual matters and concerns. Even now, I mention these things publicly only because we are concerned that we may lose these things forever, and then our spiritual and cultural ways will also be lost. This must not happen to us. The Badger-Two Medicine is the last place that we have for practicing our religion in a pristine area. We used to be able to use Chief Mountain in Glacier National Park for these reasons. People would go up there every year to fast and pray for protection of their relatives and friends, as well as themselves. But now, that area is overrun by tourists. They disturb the sanctity of the area, and leave their trash behind. When on a quest, and while fasting, there must be complete solitude. It must not be interrupted. It may bring bad things if it is interrupted. We can no longer use this area for our religion. We also had the Sweetgrass Hills, which have always belonged to the Blackfeet people. But that area too has been ruined for religious uses by strip mining and television transmitters. The spirits of that area became angry, and they left. It has been destroyed, and great harm was done to my people because of it. Other areas of our Reservation, which were once beautiful places, have been completely destroyed by oil activity. The scars have been there for 35, 40 years. They are still there!

These are the things of our fathers and grandfathers. Back in history they preserved them in their own way, and they were great on conservation. They never took from Mother Earth and just keep taking. They always replaced it with something else, and that wasn't a scar from a clearcut, or a drilling rig. The cutting and drilling would drive all the game out of this area. I have hunted in this area for many years, and I know that there are a lot of elk in this area. There are many other animals as well, and they are healthy. This area is also the origin of all those streams that run down into the Missouri River. They're sparkling clear, and contain many fish. Perhaps some of you have been in this area and have seen how beautiful it is. We want these things to be left alone, as God created them, to be peaceful so that people from all over can enjoy them for years and years and years.

At the present time, there is controversy over the future of this area. Oil companies want it for themselves, so that they can drill there. Other people have claims on the area. But we Blackfeet have been practicing our religion there for many centuries. This land belongs to us. This land was supposedly ceded to the U.S. Government in the Treaty Agreement of 1895. Our oral tradition and history, as told to us by our tribal elders, holds that this treaty agreement was a fraud. We never sold that land. We only leased out the hardrock minerals for a period of 50 years. Those 50 years are long gone. But still, the Government claims that they own the subsurface minerals of this area. Our tribe maintains that we own these rights. We still hold treaty rights to this area. There are so many overlapping jurisdictions and claims, and the gray areas are large. That is why we support putting the area into a study status, which precludes development, so that these claims and treaty rights can be clarified. We want this study to last for 10 years. If this study does not occur, we may lose our rights in this area, and our religion may be damaged, or even destroyed.

Today, there is a cultural revival among my people, and among other Indian tribes as well. We have had serious problems with alcohol and drug abuse. But now, many of our young people are going back into this pristine area, and rediscovering their tribal heritage and religion. They are learning the importance of their own culture and identity as Blackfeet people. This cultural revival is helping many people to turn away from alcohol and drugs, and lead clean, healthy lives. Our elders are taking people back into the mountains to teach them the traditional ways. Many of our elders are dying. It is frightening how quickly many of our old people are being lost. It is very crucial to our culture that their knowledge be passed on to our children and grandchildren before they pass away, so that our culture can be continued. We need the Badger-Two Medicine area for these purposes.

It is for these reasons that I ask you, on behalf of the Blackfeet people, to support Senator Baucus' provision in S. 1478 that would establish the Badger-Two Medicine area as a wilderness study area. We ask that it also be amended to include the entire ceded area, and extend the length of the study to 10 years.

I appreciate the opportunity to submit my feelings on this legislation and I request that you carefully consider our testimony on this most important matter to the Blackfeet people.

Respectfully submitted,

JOHN YELLOW KIDNEY
PO BOX 611
BROWNING, MONTANA 59417

Senator MELCHER. Thank you.
Bill Maloit.

STATEMENT OF BILL MALOIT, VICE CHAIRMAN, BACK COUNTRY HORSEMEN OF MONTANA

Mr. MALOIT. Mr. Chairman, members of the Committee, ladies and gentlemen:

I am Bill Maloit, representing the Back Country Horsemen of Montana. I have worked and traveled in Montana's wilderness areas and some of the roadless back country areas now being considered for wilderness.

The Back Country Horsemen of Montana is incorporated under the laws of the State of Montana as a nonprofit educational corporation. Our members come from all walks of life—rangers, farmers, oilmen, teachers, foresters, doctors, lawyers, housewives, carpenters, outfitters, employees of State and Federal Governments, corporate landowners, and small businessmen, Montanans who respect and use these remaining wild lands.

We are a member of the Montana Wildlife Lands Coalition, concerned citizens supporting wilderness proposals for Montana's remaining wild lands, and designating other areas for future study consideration.

I have submitted our resolution endorsing a Montana Wild Lands Coalition proposal and request it become part of the record.

We commend and compliment Representative Williams and Senator Baucus for their wilderness legislation. We find H.R. 2090 has excluded areas that we consider should have wilderness designation. Some of the areas excluded have been given high priority for wilderness status.

Senate bill 1498 differs in acreage and boundaries to be designated as wilderness. The combination of these two pieces of legislation, adding additional acreage of wilderness, designating some as wildlife and recreation areas, and retaining the controversial areas as wilderness study areas, would be a quality piece of legislation.

The Rocky Mountain Front should be given high priority for wilderness. It has historically been used as wilderness. The Forest Service gave these areas the highest wilderness ratings in the Nation.

Deep Creek, Teton River High Peaks, Falls Creek Silver King, Shoto Mountain, and Renshaw Mountain should be added to the Bob Marshall Wilderness complex. The Badger-Two Medicine area should remain in a wilderness study area.

Since the early 1900's, the people of Montana have been committed to restoring the big game animals of the Rocky Mountain Front. In 1913, the Montana Legislative Assembly created the Sun River Game Preserve, a portion of the Bob Marshall Wilderness system on the front.

The Department of Fish, Wildlife, and Parks has acquired three wildlife management areas adjacent to the front for a winter game range: a nature conservancy in an adjacent area; the Boone and Crockett Club; and a management area named after that great President and conservationist, Theodore Roosevelt.

Theodore Roosevelt established the forest reserves. It was his great vision of setting aside major areas as public lands and effectively protecting such areas from development.

Theodore Roosevelt once said:

> In utilizing and conserving the natural resources of the nation, the one characteristic more essential than any other is foresight.

You gentlemen have an opportunity to exercise foresight and to develop a majestic Montana wilderness system which will be important to future generations of Montanans and this Nation to enjoy.

The people of Montana and the Back Country Horsemen take great pride in our State and its wildlife and fisheries resources. We travel these wild lands and wilderness areas, leaving only horse tracks and taking memories.

Thank you for your consideration.

[The prepared statement of Mr. Maloit follows:]

BACK COUNTRY HORSEMEN
OF MONTANA

March 21, 1988

The Honorable John Melcher
Senate Subcommittee on
National Parks, Forest, and Public Lands
United States Senate
Washington, D.C. 20510

Dear Senator Melcher:

The Back Country Horsemen of Montana, a member club of the Back Country Horsemen of America, have reviewed Representative Williams and Senator Baucus' wilderness legislation and support their efforts in resolving Montana's wild lands issue.

After serving nearly 40 years with the Montana Department of Fish, Wildlife and Parks, I recently retired. The last 9 years of my career were spent administering Montana's Outfitter and Guide law.

In 1983 I was forced to retire under a mandatory retirement act. I then worked for the U.S. Forest Service as Wilderness Ranger at Big Prairie Ranger District in the heart of the Bob Marshall Wilderness complex.

The courts overturned the mandatory retirement act and I returned to the Department to finish my career.

I have traveled and worked in many of Montana's wilderness areas including the Absaroka-Beartooth, Great Bear, Bob Marshall, Scapegoat, Lee Metcalf, and Gates of the Mountains.

I did some of my growing up on a cattle ranch on the Teton River adjacent to the Rocky Mountain Front. I have traveled in many of Montana's roadless back country areas now being considered for wilderness. The good Lord willing, I hope to leave horse tracks in a lot more. I have lived a quality of life not measured by our pocketbooks.

BACK COUNTRY HORSEMEN
OF MONTANA

The Honorable John Melcher
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Representatives from our organization have written letters and appeared at previous congressional hearings to appeal for wilderness status for portions of these remaining wild lands. I desire this letter be made part of the Senate Hearing Record on Montana wilderness.

The Back Country Horsemen of Montana is incorporated under the laws of the State of Montana as a non-profit educational corporation. We are affiliated with the Back Country Horsemen of America. The objectives of our organization are to perpetuate the common-sense use and enjoyment of horses in Montana's back country and wilderness, to work to ensure the public lands remain open to unrestricted recreational stock use, to assist the various government and private agencies in their maintenance and management of said resource, to educate, to encourage and to solicit active participation by various members of the general public in the wise and sustaining use of horses and by people commensurate with our heritage and the back country resource, and to foster and encourage the formation of new organizations and back country horsemen of Montana.

To achieve our objectives and purpose, we conduct packing clinics, light-on-the-land camping and horse use techniques, trail rides to inspect and review problem areas and wilderness area proposals, aid the Forest Service in packing in supplies and materials, and devote time and energy at our expense to maintain trails, clean up campsites and develop trailhead facilities.

Our members come from all walks of life--ranchers, farmers, oil men, teachers, foresters, doctors, lawyers, housewives, carpenters, outfitters, employees of local, state and federal governments, corporate landowners and small business men--all Montanans who respect and use these remaining wild lands.

The Back Country Horsemen of Montana commend and compliment Representative Williams and Senator Baucus for their wilderness legislation. We are a member of the Montana Wildlands Coalition, a group of concerned Montana citizens supporting wilderness proposals for Montana's remaining wild lands and designating other areas for special study and management consideration.

The Honorable John Melcher
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Originally 6.5 million acres of roadless public land was under study and consideration for wilderness status. This present legislation will designate approximately 1.3 million acres being considered for wilderness status, leaving 4 million acres available for multiple use.

The Back Country Horsemen of Montana, after study and evaluation of HR 2090 and SB 1478, support the position of the Montana Wildlands Coalition to create new wilderness areas and additions to existing wilderness. I have attached the Back Country Horsemen's resolution endorsing Montana Wildlands Coalition proposal and request it become part of the Senate Hearing Record on Montana wilderness.

We find HR 2090 has excluded areas we consider should have wilderness designation. HR 2090 does not meet our expectations for total acreage to be included in wilderness. Many of the areas excluded in HR 2090 have been given high priority for wilderness status in past studies and recommendations for wilderness.

Senate Bill 1478 varies in some areas and differs in acreage boundaries to be designated as wilderness. The combination of these two pieces of legislation and adding additional acreage of wilderness would resolve the Montana wild land situation, designating some as wildlife and recreation areas, and retaining some controversial areas as wilderness study areas.

The Williams and Baucus bills have already compromised conservationist proposals to accommodate other user interests. The late Senator Lee Metcalf said, "I wish now that we had just gone ahead and given wilderness status for most of these areas. You can be sure the fight to protect these areas is only beginning."

The Rocky Mountain Front should be given high priority for wilderness status. HR 2090 excludes 37,000 acres of Silver King-Falls Creek proposed addition to the Scapegoat Wilderness, 10,000 acres of the Cave Mountain area on the Teton River, 100,000 acres north of Choteau Mountain, 103,000 acres of the Badger-Two Medicine area.

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Since the early 1900s the people of Montana have been committed to restoring the big game animals of the Rocky Mountain Front--the elk, bighorn sheep and grizzly bear. In 1913 the Montana Legislative Assembly created the Sun River Game Preserve, a portion of the Bob Marshall Wilderness System, a haven for the deer, elk, bighorn sheep and grizzly bear.

The Department of Fish, Wildlife and Parks has acquired three wildlife management areas adjacent to the Front for winter game range, the Nature Conservancy, an adjacent preserve and the Boone and Crockett Club, a management area named after that great president and conservationist, Theodore Roosevelt.

Theodore Roosevelt established the Forest Reserves. It was his great vision of setting aside major areas as public lands and effectively protecting such areas from development. We are dealing with the remnants of these wild lands. Theodore Roosevelt once said, "The conservation of our natural resources and their proper use constitute the fundamentals which underlie almost every other problem of our national life. In utilizing and conserving the natural resources of the nation, the one characteristic more essential than any other is foresight."

The Rocky Mountain Front has historically been used as wilderness and even the Forest Service gave these areas high wilderness ratings in 1978.

Deep Creek--42,000 acres, Teton River High Peaks--45,000 acres, Falls Creek-Silver King--82,000 acres, and Renshaw Mountain--40,320 acres. These are areas that should be added to the Bob Marshall Wilderness complex.

The area on the west slope of the Continental Divide known as Running Crane-Elk Calf (8,000 acres) should be added to the Great Bear Wilderness. This area is not part of the lands ceded by a sales agreement in 1895 from the Blackfeet Reservation. The Badger-Two Medicine area of 103,000 acres should remain in a wilderness study area. This area is the headwaters of the Middle Fork of the Flathead

BACK COUNTRY HORSEMEN
OF MONTANA

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River on the west side of the Divide, and headwaters of Marias and Teton Rivers on the east side, which are important for fisheries and wildlife as well as agricultural and municipal water supplies.

The proposed additions to the Bob Marshall Wilderness complex, known as Monture Creek, Swan Face, Slippery Bill, Swan Crest-Jewel Basin, and Lost Jack-Limestone Caves, will enhance this wilderness area by adding spectacular scenery and critical wildlife habitat. With the additions on the Rocky Mountain Front, this area will provide outdoor recreation and benefit tourism, a major Montana industry.

Tourism is Montana's second largest industry. Outfitters provide a needed service for non-resident hunters, fishermen and summer recreationists. The outfitting business pumps 34.4 million dollars directly into the state's economy. A recent economic impact study conducted at Montana State University provided the basis for the dollars outfitting adds to Montana's economy. The total estimated impact as these dollars pass from hand to hand is around $86 million. These dollars benefit communities adjacent to Montana's wild lands and wilderness areas.

The sportsmen of Montana, hunters and fishermen (resident and non-resident), generate $207,362,958 to Montana's economy. Tourism is a clean industry that brings millions of new dollars to Montana annually and provides two million recreation days to our citizens and guests. The tourism industry generates $850 million annually and is second only to agriculture.

These clean recreation dollars provide jobs for Montanans and aid and benefit the state's economy and provide resident and non-resident guests with recreation in the peace and solitude of Montana's magnificent mountain back country.

Contrary to information released to the media by opponents of this wilderness legislation, the Department of Fish, Wildlife and Parks has managed the fisheries and wildlife resources and enforced the laws and regulations in all wilderness areas in Montana. I am enclosing as part of this appeal a letter from James W. Flynn, Director, Department of Fish, Wildlife and Parks.

The Honorable John Melcher
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Of the 93 million acres in the state, 3.4 million acres is in designated wilderness status. The people of Montana are requesting additional areas be placed in wilderness to protect our majestic back country watersheds. The Big Hole River headwaters--The West Pioneers: 148,000 acres of the Beaverhead National Forest. This is a compromise proposal from area ranchers, sportsmen, outfitters and snowmobilers. This area is the headwaters of a nationally renowned Big Hole River wild trout fishery. It has the last stream-dwelling grayling in the contiguous United States. It is the home of hundreds of elk and one of the most concentrated moose herds in Montana. Wilderness status is necessary to preserve these significant fish and wildlife values.

Many other areas should be given wilderness status--the Sapphire Mountains, Bluejoint area, West Pioneer Mountains, Gallatin Range, East Pioneer Mountains, Tobacco Root Mountains, Selway Bitterroot additions, Anaconda-Pintler additions, Flint Creek Range, Twochuck, Mount Hefty and Thompson Seton, Camas Creek, Blackfoot Meadows-Electric Peak, Gates of the Mountains additions, Mt. Baldy, Nevada Mountain, Great Burn-Hoodoo and Quigg Peak.

Because of the time frame, individual clubs will be submitting letters on some of these specific areas direct to the Committee.

You, gentlemen of Congress, have an opportunity to exercise foresight and to develop a majestic wilderness system which will be important to future generations of Montanans and their guests to enjoy.

BACK COUNTRY HORSEMEN
OF MONTANA

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The people of Montana and the Back Country Horsemen take great pride in our state and its wildlife and fisheries resources. We travel these wild lands and wilderness areas leaving only horse tracks and taking memories.

Thank you for your consideration.

Sincerely,

Bill Maloit
Vice Chairman
Back Country Horsemen of Montana

Enclosures: Resolution
Flynn Letter
Addenda

cc: Senator Max Baucus
Representative Ron Marlenee
Representative Pat Williams

BACK COUNTRY HORSEMEN OF MONTANA

Resolution: A Montana Wilderness Bill 1987

WHEREAS, in the year 1987 the 100th Congress of the United States will convene as this great nation begins to celebrate the bicentennial of the constitution.

WHEREAS, the people of the state of Montana have requested their congressional delegation designate additional roadless lands in the state of Montana for inclusion in the National Wilderness Preservation System,

WHEREAS, previous legislation introduced under the consensus process failed,

THEREFORE, be it resolved that the Back Country Horsemen of Montana support the Montana congressional delegation in efforts to introduce wilderness legislation that will protect and preserve these wild lands for future generations of Montanans and guests to enjoy.

THEREFORE, be it resolved this resolution be transmitted to our congressional delegation.

Passed at the 1987 Convention, March 20 and 21, 1987, Bozeman, Montana.

Montana Department
of
Fish, Wildlife & Parks

March 7, 1988

1420 East 6th Avenue
Helena, MT 59620

Senator J. Bennett Johnston
Chairman, Natural Resources and
Energy Committee
United States Senate
Washington, D.C. 20510

Dear Senator Johnston:

The Montana Department of Fish, Wildlife & Parks has been active in managing the resident fish and wildlife resources of wilderness since inception of the system. We have managed and protected these national treasures for more than a half century before the creation of the wilderness system.

The wilderness system preserves a type of recreational use that is lost when wild lands are compromised by roads and other forms of intensive land management. These wild land recreational pursuits include hunting and fishing, activities consistent with the thinking of the founding fathers of the wilderness concept.

Section 4(d)(7) of the Wilderness Act clearly reserves to the states the right and responsibility for wilderness wildlife management. It is a responsibility we have traditionally accepted and fulfilled with pride. Enactment of a Montana Wilderness Bill should include congressional affirmation of this important concept. I respectfully request that the following language be included in any Montana Wilderness Act:

> "As provided in section 4(d)(7) of the Wilderness Act, nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the State of Montana with respect to wildlife and fish in the national forests in Montana."

Wilderness classification and fish and wildlife conservation have been compatible companions in our country. The Montana Department of Fish, Wildlife & Parks is eager to continue this relationship and confident we can honor the public trust it has placed in our custody.

Sincerely,

James W Flynn

James W. Flynn
Director

JWF/bfs

Last Chance Back Country Horsemen
P.O. Box 4008, Helena, MT 59601

March 10, 1988

The Honorable Bennett Johnston
Chairman
Natural Resources and Energy Committee
United States Senate
Washington, D.C. 20510

Dear Senator Johnston:

The Last Chance Back Country Horsemen, a member club of the Back Country Horsemen of Montana, has reviewed Representative Williams and Senator Baucus' wilderness legislation and supports their efforts in resolving Montana's wildlands issue.

Our members support the addition of 10,500 acres to the Gates of the Mountains Wilderness, Helena National Forest. Members use the trail system of the Blackfoot Meadows-Electric Peak area in the Helena National Forest and desire the Cottonwood Lake area to be included as wilderness to protect this back country resource. Recommended wilderness is 46,102 acres.

We support and recommend wilderness status for these additional acres in the Helena National Forest: Black Mountain--8,500 acres, Camas Creek--26,000 acres, Mt. Baldy--15,000 acres, and Nevada Mountain--50,371 acres.

The Rocky Mountain Front should be given prime consideration for wilderness status. Representative Williams' bill (HR 2090) excludes 37,000 acres of Silver King-Falls Creek proposed addition to the Scapegoat Wilderness, 11,000 acres north of Choteau Mountain in the Black Leaf Canyon area, and 10,000 acres of the Cave Mountain addition to the Bob Marshall Wilderness area.

This Rocky Mountain Front with its rocky reefs, valleys and foothills contains the finest big game ranges in North America. The sportsmen and people of Montana have been committed to restoring

The Honorable Bennett Johnston
March 10, 1988
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the big game animals to the Front since the early 1900s. This Rocky Mountain Front is prime habitat for elk, Rocky Mountain sheep, mountain goats, mule deer and grizzly bears (threatened species), as well as raptors and other non-game animals. Wilderness designation of this area will insure these lands and wildlife for future generations.

The people of Montana and the Back Country Horsemen take great pride in our state and its wildlife and fisheries resources. We desire to perpetuate them to benefit the entire nation. We request this letter be included in the records of the hearing.

Sincerely,

Ed Virostko, Vice President
Last Chance Back Country Horsemen
P.O. Box 4008
Helena, MT 59601

Enclosure: Resolution

cc: Kurt Dyer
Bill Maloit
John Melcher
Max Baucus
Pat Williams
Ron Marlenee

March 15, 1988

The Honorable Bennett Johnston
Chairman
Natural Resources and Energy Committee
United States Senate
Washington, D.C. 20510

Dear Senator Johnston:

Three years ago my husband and I were transferred to Montana from the Willamette Valley of Oregon. We have yet to emerge from our awestruck state. Montana's beauty is incredible, especially the back country over which we have ridden many miles by horseback.

One of the most scenically striking areas is where the Montana plains meet the upthrust of the Rocky Mountain Front. It is also one of the best habitats in the United States for wildlife, including elk, deer, Rocky Mountain sheep, goats, and grizzly bear, to name just a few.

We ask that this ecologically rich area be included in the wilderness bill now before your committee. The area is too precious to be subject to the pounding and blasts from oil, mining, and other invasive development. It should be preserved as is for you, for me, and for our children and grandchildren.

Thank you for listening to us here in Montana.

Sincerely,

Patricia A. Kelley

Patricia A. Kelley
5840 Green Meadow Drive
Helena, MT 59601

cc: Senator John Melcher
Senator Max Baucus
Representative Pat Williams

Senator MELCHER. Thank you, Bill.
Jim Posewitz.

STATEMENT OF JIM POSEWITZ, MONTANA CHAPTER, WILDLIFE SOCIETY AND THE AMERICAN FISHERY SOCIETY

Mr. POSEWITZ. Thank you, Senator Melcher.

Mr. Chairman, my name is Jim Posewitz. I am representing the Montana Chapter of the Wildlife Society and the Montana Chapter of the American Fishery Society.

Sportsmen have traditionally advocated wilderness protection for wild country to sustain fish and game. Resource professionals also have a tradition of involvement with citizen conservationists to achieve resource conservation goals.

Wilderness is essential to the goals of sportsmen. There is no better example of this than the one Bill just gave, Theodore Roosevelt—soldier, politician, hunter, and conservationist. While in the White House, Roosevelt wrote:

> Whoever has hunted the Wapiti will always think of the great mountains with the snow lieing in the rifts in their sides, the splashing murmur of rock-choked torrents, of the odorous breath of pine branches, of tents pitched in open glades, of long walks through cool open forests, and of great camp fires where the pitchy stumps flame like giant torches in the darkness.

It is obvious that wild countries fired the spirit of our President. During his Presidency, Aldaugh Leopold graduated from Yale and went to work for the Forest Service and created the first roadless area under Forest Service administration. It was created in response to petitions from two game protective associations, which were the rod and gun clubs of that era.

At the time he wrote:

> Who wants to stalk his buck to the music of a motor, or track his turkey on the trail of a knobby tread? There is car sign in every canyon, car dust on every bush, a parking ground at every watering hole, and Fords in a thousand hills.

What we see is the wilderness movement being born around the hunter's fire. Leopold went from forestry to become the founding father of game management and, along with Bob Marshall, one of the founding fathers of the Wilderness Society.

Today's professional managers and biologists also recognize the responsibility to this resource, and the Montana chapters of both the Wildlife Society and the American Fishery Society have joined the Montana Wild Lands Coalition.

I enter their written testimony into the record. What emerges from its examination is information that the land and its ability to sustain fish and wildlife is at stake in this bill.

When Roosevelt was in the White House and Leopold a student at Yale, a forest ranger took a long trip through the Bob Marshall, 30 days. He reported he did not see a single big game animal on the entire trip.

Today this country supports 10,000 elk, bighorn sheep that had dwindled to a few hundred by the twenties now exceed 1,000. During a good year, the eastern front in this wild area may sustain 10,000 to 15,000 wintering mule deer. Whitetail deer, moose, mountain goats, black bear and grizzly, all are sustained or restored in this country.

This remarkable achievement belongs in large measure to the sportsmen of this country. What separates these accomplishments from perpetuity is a strip of land, the Rocky Mountain Front. Walling Reef, Old Man of the Hills, Mount Frazier need protection for the bighorns, the mountain goats, and the elk.

The same is true as you travel south past Shota Mountain, the Teton High Peaks, and into the Deep Creek area. Further to the south, Renshaw Mountain is the corridor of the great elk migrations to and from the Sun River, and the Ford Creek Plateau has become synonymous with bighorn sheep.

Finally, this remarkable land is anchored on its southern end by Falls Creek and Silver King Mountain. To the sportsmen of Montana and the nation, these places are the stuff that fires the human spirit. They drew Theodore Roosevelt across the Great Plains. They are better wild country, wildlife country, today than they were then.

We need these places in the wilderness system to preserve the progress of three generations of Montana conservationists.

The Rocky Mountain Front is just one example of this relationship. The Cabinet Mountains, Cubeiron and Silcox, sit like island sanctuaries in a sea of roads, mines, and clearcuts. The Bighoe River and Rock Creek produce salmon fly hatches that depend upon the clear water in all seasons.

Nevada Mountain, Black Mountain, the Little Blackfoot, are among the fast-eroding sanctuaries of back country elk hunting.

From a fish, wildlife, and sportsman's perspective, this may be the most important action of our generation. What is won and what is lost in this process will leave its mark on our land, on our fish and wildlife, and on our character forever.

Thank you, Senator. And I have looked up some information relative to Senator McClure's question yesterday if you want that later.

[The prepared statement of Mr. Posewitz follows:]

TESTIMONY ON THE MONTANA WILDERNESS BILL

by Jim Posewitz

March 21-22, 1988

before the

NATURAL RESOURCES AND ENERGY COMMITTEE

UNITED STATES SENATE

Mr. Chairman, members of the committee my name is Jim Posewitz, I live in Helena, Montana. I am here today as a private citizen representing myself as a sportsman and a member of the Montana Wilderness Association. In addition I am representing the Montana Chapter of the Wildlife Society, and the Montana Chapter of the American Fisheries Society, both professional societies I have belonged to over the years.

The purpose of this testimony is to establish that Wilderness classification of Montana's remaining wild land is vital to the conservation of fish and wildlife and essential to the preservation of recreational activities associated with them. Montana sportsmen have traditionally advocated Wilderness protection for wild country to sustain the fish and game we pursue and to preserve a recreation experience consistent with those traditions.

Resource professionals, likewise, have a tradition of dedicating their energy and talents to the conservation of fish and wildlife in more than the narrow bounds of their employment. That tradition is replete with examples of professional managers and researchers becoming involved with citizen conservationists to achieve resource conservation goals. My representation of two professional societies continues this tradition.

Wilderness is absolutely essential to the goals of American and Montana sportsmen. This has been known for as long as there have been sportsmen-conservationists. There is no better example of this than Theodore Roosevelt; soldier, politician, hunter, and conservationist. Roosevelt hunted the high plains and Northern Rockies at a time when the last elk were being taken from the plains, the last buffalo fell, and the bone pickers spread out across our northern prairie to glean one last commodity, fertilizer, from the carnage. The specter of it all caused him to form the Boone and Crockett Club, 101 years ago, for the preservation of big game in North America. He went on to be the greatest conservationist president in our nation's history. While in the White House he wrote, "Whoever has hunted the wapiti ... will always think of the great mountains with the snow lying in the rifts in their sides; of the splashing murmur of rock-choked torrents; of the odorous breath of the pine branches; of tents pitched in open glades; of long walks through cool, open forests; and of great campfires, where the pitchy stumps flame like giant torches in the darkness."(Schullery 1986). It is obvious that wild country fired the spirit of our president, and influenced many of his actions. During his presidency he put millions of acres of public lands into refuges and forest reserves. It is for this estate and legacy that we plead for Wilderness protection. Ironically, these lands placed in the protective custody of our commons eight decades ago, now need Wilderness protection to spare them from exploitation.

During Roosevelt's presidency a young forester named Aldo Leopold graduated from Yale University and went to work in the Southwest for the United States Forest Service(USFS). Before he left the Southwest, the first roadless area under USFS administration was created. It was the prototype from which the Wilderness system evolved (Zaslowsky 1986). The area was created in response to petitions from two game protective associations which were the rod and gun clubs of that era (Leopold 1940). At the time Leopold wrote, "Who wants to stalk his buck to the music of a motor? Or track his turkey on the trail of a knobby tread?" He went on, " There's car sign in every canyon, car dust on every bush, a parking ground at every watering hole, and Fords on a thousand hills."(Zaslowsky 1986). What we see here is the wilderness movement being born around the hunter's fire. The unbridled joy and exuberance was evident in Roosevelt's, "...giant torches in the darkness.", and in an emerging sensitivity found in the words of Leopold the hunter.

Leopold went on from forestry to become both the father of game management and, along with Bob Marshall, one of the founding fathers of The Wilderness Society. These men were professional resource managers and both demonstrated that to preserve an asset as valuable and fragile as the American Wilderness, they had to work both within and outside of government. Likewise, today's professional managers and biologists recognize a responsibility to the resource that goes beyond what can always be fulfilled from within the agencies of their employment. As a result the

Montana Chapters of both the Wildlife Society and the American Fisheries Society have joined the Montana Wildlands Coalition and have taken positions supporting a substantial Montana Wilderness bill.

The Wildlife Society was founded in 1937, and is dedicated to the wise management and conservation of the wildlife resources of the world. It has a membership of nearly 10,000 people from more than 70 countries of the world. The Montana Chapter of The Wildlife Society consists of over 130 professional wildlife biologists employed by state and federal agencies, the private sector, and universities. The Chapter's objectives are to advocate the cultural, ethical, and practical values of wildlife resources to the people of Montana, and to promote the sound stewardship of these resources. Wilderness and other land use options are subjects of constant discussion, evaluation, and debate among society members. In February of 1986 the Montana Chapter voted to join the Montana Wildlands Coalition in an effort to secure the future of many wildland areas. In making this decision the Chapter noted that Wilderness designation of wildlands specified in the conservationists proposal (Alternative "W") would maintain a portion of Montana's environmental diversity, which in turn would ensure the existence of diverse wildlife populations in a variety of native, undisturbed conditions. I submit for the record of this hearing the written testimony of the Montana Chapter of the Wildlife Society. This testimony includes maps that identify critical wildlife habitat in many of the areas under consideration. This information is the most factual representation of wildlife habitat needs available and is respectfully submitted for consideration.

The American Fisheries Society is an international society of nearly 8500 members which has been active through its Divisions, Chapters, and Sections for the past 117 years. The Montana Chapter consists of 142 fisheries scientists and others with a disciplinary interest in freshwater fisheries management and research in Montana. This Chapter also discussed and debated the issue of wilderness allocation and, likewise, elected to join the Montana Wildlands Coalition. In making their decision the fisheries professionals concluded that Wilderness designation is a sound land management tool for fisheries, as it protects all of the essential elements of fishery habitat. After a site by site evaluation by its members, the Chapter recommended inclusion of 2.4 million acres in the Montana Wilderness bill. I submit for the record of this hearing the written testimony of the Montana Chapter of the American Fisheries Society. This testimony is included in a letter to the Honorable John Melcher, dated March 9, 1988. The letter includes a list of specific areas recommended for Wilderness classification.

What emerges from an examination of the site specific information of these two professional societies, is that the land and its ability to sustain fish and wildlife is at stake in this allocation. The tracts of country these people identify are life and death to the animals that share the land with us. What this information portrays is a perspective lost when we debate the number of acres that might or might not be appropriate in a

Wilderness bill. To the affected fish and wildlife, the land they live on is all they have or will ever have; they must have it for survival; they have no alternatives. When we proclaim that only a given acreage is acceptable in a wilderness allocation, we likewise proclaim a willingness to impact fish and wildlife. The data assembled on these habitat maps lets us look that reality in the eye. This process, and fish and wildlife, would be better served if we evaluated each site on its merits rather than with a notion of how much total wilderness might or might not be acceptable.

Wildlife and fishery conservation in Montana has a proud history. It is a history of restoration and conservation and it includes a strong and consistent advocacy for wilderness. It is a history of the hunters, the fishermen, and the wild land they know and love. It is a story that covers three generations of sportsmen, and a small portion of this saga must be told for the principle it illustrates.

In 1905 when Theodore Roosevelt was in the White House and Aldo Leopold a student at Yale, a ranger named Ellers Koch took a month long trip through what would become the Bob Marshall Wilderness. During that trip he reported that he did not see a single big game animal on the entire trip (Koch 1941). Today this country that includes the Bob Marshall, Scapegoat, and Great Bear Wilderness areas, and associated wild lands supports about 10,000 elk. Bighorn sheep that had dwindled to a few hundred in the 1920's now exceed a thousand. During a good year the eastern front of this wild area may sustain between 10,000 and 15,000 wintering mule deer. White-tailed deer, moose, mountain goats, black bear and grizzly all can be added to the litany of wildlife sustained or restored in this country.

This remarkable conservation achievement belongs in large measure to the hunters and fishermen of this country. It was accomplished through their insistence on wildlife protection, it was sustained by their acquisition of key winter ranges, it will be assured if their current advocacy for wilderness is successful. There is no better assurance for preservation of the progress made in wildlife restoration and conservation since the turn of the century than wilderness classification. There is no better example of this need than the areas presently being debated along the Rocky Mountain Front. There is no better game country in North America. To its west lie the already protected Wilderness lands,- the high country. To it's east lie a growing base of winter ranges including; Sun River (20,000 acres), Ear Mountain (3,000 acres), and Blackleaf (10,000 acres) all purchased by Montana sportsmen. In addition The Nature Conservancy has acquired the Pine Butte Project (20,000 acres) to contribute to the common agenda. Finally, the Boone and Crockett Club has acquired the Triple Divide Ranch (6,000 acres) consistent with, "the preservation of big game in North America," a goal laid down by Theodore Roosevelt 101 years ago.

What separates these accomplishments from perpituity -- is a strip of land, between these game ranges and the classified Wilderness, we call it the Rocky Mountain Front -- an area whose fate we debate today. These wild places need and deserve

Wilderness classification. Walling Reef, Old Man of the Hills and Mount Frazier need protection for the bighorns, the mountain goats and the elk. The same is true as you travel south past Choteau Mountain, the Teton High Peaks, and into the Deep Creek area. Further to the south, Renshaw Mountain is the corridor of the great elk migrations to and from Sun River, and the Ford Creek Plateau has become synonymous with bighorn sheep. Finally, this remarkable land is anchored on its southern end by Falls Creek and Silver King mountain. It is a land also known to the elk, the bighorns, mule deer and the grizzly.

To some, the litany of names just recited may be of little more than curious interest. To the sportsmen of Montana, and the nation, they are the stuff that fires the human spirit. They are the magic of our dreams. They drew Theodore Roosevelt across the great plains from his ranch in Medora, North Dakota and they are better wildlife country today than they were then. We need these places in the Wilderness system to preserve the progress of three generations of conservationists who have passed this land into our custody.

The Rocky Mountain Front is just one example of the relationship between sportsmen, professional conservationists, our public land resource, and the fish and wildlife we hold in common. It is a story repeated all across Montana and it is the reason the Montana chapters of both the Wildlife Society and the American Fisheries Society have joined the Montana Wildlands Coalition. Please examine the information we enter into the record of this hearing. The scope of this information covers the entire state of Montana documenting the need for Wilderness protection.

The Cabinet Mountains, Cube Iron and Silcox sit like island sanctuaries in a sea of roads, mines and clearcuts. The Bighole River and Rock Creek salmon fly hatches depend upon clear water in all seasons issuing from wilderness watersheds. Nevada Mountain, Black Mountain, and the Little Blackfoot country are among the fast eroding sanctuaries of back country elk hunting. These examples are but a sampling of what is in the Montana wilderness review and the values at stake in this allocation.

From a fish, wildlife and sportsman's perspective this may be the most important action of our generation. What is won, and what is lost, in this process will leave its mark; on our land, on our fish and wildlife and on our character, forever.

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Senator **Melcher**. Thank you.
John Daggett.

STATEMENT OF JOHN DAGGETT, MONTANA WILDLIFE FEDERATION

Mr. **Daggett**. Mr. Chairman, I have some photos that I would like to submit for the record and have both you and Senator Baucus look at them, as there are some areas that I will be talking about.

Honorable chairman and members of the committee, I am John Daggett. I am a third generation Montanan and I am curently a director in the Billings Rod and Gun Club, the State's largest rod and gun club. And I am speaking today on behalf of the Montana Wildlife Federation, which has a membership of about 5,000 and is affiliated with 15 local sportsmen's clubs scattered throughout the state of Montana. I am pleased to have the opportunity to speak to you today on the Montana wilderness bill.

I grew up in Harleton, in the heart of central Montana right next to the Crazy Mountains, the Big Snowies, and the Little Belt Mountains, where Tenderfoot, Deep Creek, and the Middle Fork of the Judith are located. These are the areas I am going to talk about.

For the Crazy Mountains, we generally support the land consolidation study that is proposed for this unique island range in Representative Williams' bill and Senator Baucus' bill.

We do believe Representative Williams' bill is better in that it includes the Cottonwood Canyon area and the southwest side of the Crazies. We would also like to see the boundaries of the study expanded in six more small, but very important areas, which would total about 15,000 acres.

For the Big Snowies, the Big Snowies are another unique island range that rise up out of the prairie of central Montana. Congressman Williams' bill would designate 22,000 acres of the Big Snowies wilderness. While we feel that this is a step in the right direction, we do not feel that the area he has proposed would adequately protect the Big Snowies.

It leaves out some major drainages in the east end of the Snowies and also the area which encloses the Crystal Lake National Recreation Trail.

There are really no conflicts in the Big Snowies and we would favor designating the entire wilderness study area that it is in now wilderness.

For the Middle Fork of the Judith, the Middle Fork is one of two large remaining roadless areas in the Little Belt Mountains. It provides critical habitat for the Judith elk herd, which numbers about 1,000 head. It is made even more crucial for wildlife by the fact that the areas around it in the Little Belt Mountains are heavily roaded and logged.

Two conflicts have been identified with wilderness designation of the Middle Fork, snowmobile use and timber. Our proposal eliminates the part of the Middle Fork around Kings Hill which receives high snowmobile use. Also, the forest plan has stated that their proposed timber harvest in the Middle Fork is insignificant when compared to the total annual timber harvest on the Lewis and Clark National Forest.

Our proposal excludes virtually all snowmobile conflicts in the area and it is not needed for timber for local mills. We think the Middle Fork should be designated wilderness.

Tenderfoot Deep Creek is another large roadless area in the Little Belt, and it is also key for wildlife. To ensure the elk hunting quality in the Little Belt, which amounts to 30,000 elk hunter days per year, we think both the Tenderfoot area and Middle Fork of the Judith should be protected.

In closing, I would just like to say that while growing up in my hometown of Harleton I was fortunate enough to be close to these areas and enjoy them. I would hope that—you really cannot begin to describe these wild areas and what they mean in a few words. You really have to see them.

I would hope that all of you—I am referring to the subcommittee—will try and get out to Montana before they decide this issue.

Thank you.

[The prepared statement of Mr. Daggett follows, photos retained in subcommittee files:]

Statement of John Daggett, Representing the Montana Wildlife Federation before the Senate Subcommittee on Public Lands, National Parks, and Forests on H.R. 2090 and S. 1478, March 21 - 22, 1988

Hr. Chairman and members of the committee, I am John Daggett. I am a third generation Montanan and I am currently a director in the Billings Rod and Gun Club, the state's largest rod and gun club. I am speaking today on behalf of the Montana Wildlife Federation which has a membership of about 5,000 and is affiliated with 15 local sportsmen's clubs scattered throughout the state of Montana. I am pleased to have the opportunity to speak to you today on the Montana Wilderness bill.

First of all I would like to state that the Montana Wildlife Federation strongly supports the conservationist's proposal for 2.8 million acres of wilderness designation out of the 6.5 million roadless acres that are under consideration. I grew up in Harlowton in the heart of central Montana right next to the Crazy Mountains, the Big Snowies, and the Little Belt Mountains where Tenderfoot-Deep Creek and the Middle Fork of the Judith are located. I am going to talk about these areas and Line Creek Plateau which is close to my current home in Shepherd.

Crazy Mountains

The Crazy Mountains, once called the Crazy Woman Mountains, are named supposedly after a pioneer woman who was spiritually touched by the mountains after she had lost her family near them. Indeed they continue to touch members of the human community. This is illustrated by the vigor in which logging is being done in parts of the Crazies, often section line to section line. Yes, the Crazies have touched me. I would not be here today speaking to you if it weren't for the experiences I have had in the Crazy Mountains, I have seen large herds of elk. I have seen a newborn fawn nursing her mother. I have seen grand vistas beyond description. I have also seen pristine mountain lakes nearly silted full of sediment run-off caused by poor logging practices.

We generally support the land consolidation study that is proposed for this unique island range in Rep. Williams' bill and Sen. Baucus' bill as a step in the right direction. Rep. Williams bill is better in that it includes the Cottonwood Canyon area in the southwest side of the Crazies. We would like to see the boundaries of the study expanded in six more small but very important areas. They are Elk Canyon, South Shields Canyon, South and Middle Forks of Big Timber Canyon, Middle American Fork, Cinnamon, and Middle Fork of Cottonwood in the North Crazies. These areas are part of the forested periphery which surround the high rocky core of the proposed study area. The forested periphery harbors most of the wildlife in the Crazies. Therefore, protecting it is crucial for wildlife. Also, unless our suggested boundary changes are adopted all legally accessed trailheads on the southwest side of the study area will be roaded and clear-cut. Another of our concerns is that these periphery areas may also be marked for disposal in land exchanges if they are not included in the consolidation study.

Big Snowy Mountains

The Big Snowies are another unique island range that rise up out of the prairie of central Montana. They harbor a variety of wildlife and rare plants. They furnish the watershed that supplies Lewistown with 99.8% pure water. Chief Joseph and his band of Nez Perce crossed the Big Snowies in their historic attempt to reach Canada in 1878 while fleeing the U.S. Army.

About 98,000 acres in the Big Snowies have been in wilderness study status for the last 11 years. During this time, none of the surrounding communities have declared bankruptcy. The city of Lewistown often mentions the Big Snowies in its tourism promotions. I have not heard of a great outcry against how they are currently being managed. In fact most people I have talked to want the Snowies to stay like they are. Yet the bill which passed the House only would designate 22,000 acres of the Big Snowies wilderness while removing existing legal protection from 76,000 acres of the Snowies. When there are no known conflicts why not give the area the protection it deserves? We therefore favor designating the entire Big Snowies as wilderness.

Middle Fork of the Judith

The Middle Fork of the Judith is one of two large remaining roadless areas in the Little Belt Mountains. Famous cowboy artist Charles Russell described this country as he saw it in the late 1800's:

> "Shut off from the outside world, it was a hunter's paradise, bounded by walls of mountains and containing miles of grassy open spaces, more green and beautiful than any man-made parks. These parks and the mountains behind them swarmed with deer, elk, mountain sheep, and bear, besides beaver and other small fur-bearing animals. The creeks were alive with trout. Nature had

surely done her best, and no king of the old times could have claimed a more beautiful and bountiful domain."

Today the Middle Fork still abounds with game. It provides critical habitat for the Judith elk herd which numbers about 1,000 head. It is made even more crucial for wildlife by the fact that the areas around it in the Little Belt Mountains are heavily roaded and logged.

Two conflicts have been identified with wilderness designation of the Middle Fork - snowmobile use and timber. The Lewis and Clark Travel Plan closes the Middle Fork to motorcycle use. It allows a portion of the area to be used for snowmobiles. Our proposal eliminates the part of the Middle Fork around King's Hill which receives the second highest amount of snowmobile use next to West Yellowstone in Montana. Very little snowmobiling occurs within our proposal.

Some have stated that the timber in the Middle Fork is needed for local mills. The Lewis and Clark Forest Plan proposes a 13 MMBF Allowable Sale Quantity for the Jefferson Division. The Plan states that this is sufficient to provide for the needs of the local mills. Additionally, Forest Service figures show that if the Middle Fork is opened to timbering it would raise the ASQ by only 170,000 board feet per year.

The Middle Fork contains outstanding wilderness. It has superb wildlife. Our proposal excludes virtually all snowmobile conflicts and the area is not needed for timber for local mills. The Middle Fork should be designated wilderness.

Tenderfoot-Deep Creek

Tenderfoot-Deep Creek is the other large roadless area in the Little Belts and is also a key wildlife area. It encompasses the 25 mile long Deep Creek National Trail. It is also known for its excellent fishing, as is the Smith River which flows for 25 miles along its western boundary.

In 1986 approximately 30,000 elk hunter days were expended to harvest about 800 head of elk in the Little Belts. This is a tremendous boost to the economies of the surrounding communities. Designating Tenderfoot-Deep Creek and the Middle Fork of the Judith as wilderness would go a long way in ensuring this hunting opportunity continues.

Senator Baucus' bill would designate a study area for Tenderfoot Deep Creek principally because of checkerboard land ownership. However, it is not necessary to designate the entire area a study area since the checkerboard occurs in the southwest portion of Tenderfoot-Deep Creek. We recommend that the area of mixed ownership be retained as a study area but the remainder of Tenderfoot-Deep Creek be designated wilderness. There are a couple of other inholdings in the wilderness portion of the area, but the principal landowner, Gary Anderson, supports wilderness designation.

The other known conflict in Tenderfoot-Deep Creek is Off Road Vehicle Use. We acknowledge that use does occur in the area. We believe that the wilderness values outweigh ORV use in Tenderfoot-Deep Creek. We have accommodated ORV use elsewhere in the conservationist proposal, but here the area should become wilderness.

Line Creek Plateau

The last area I want to talk about is Line Creek Plateau. It comprises part of the southern flank of the Beartooth PLateau, an alpine area unique in North America. The diverse habitats created by the abrupt canyons, low elevation slopes, and high treeless expanses provides excellent summer and winter range for elk, mule deer, bighorn sheep, and Rocky Mountain goats. The area also provides the unique conditions necessary to sustain over 20 rare plants. It borders the famous Beartooth Highway. gateway to the northeast entrance to Yellowstone National Park. We Montanans frequently boast that this highway is the most scenic highway in the world. It is an important day use area for the people in the Billings and Red Lodge areas. Presently there are plans to drill for oil on Line Creek Plateau. If oil is found and an oil field is developed, I wonder if we will still be able to brag that the Beartooth Highway is the most scenic in the world. Line Creek Plateau deserves wilderness protection. Both S. 1478 and H.R. 2090 should include it.

In closing. I would like to say that while growing up in my hometown of Harlowton, I was fortunate enough to be close to these areas and enjoy them. You really can't begin to describe these wild areas and what they mean in a few words. You really have to see them. I hope that all of you will get out to Montana and visit them before you pass judgement on them.

Senator MELCHER. Thank you.

Tom Heintz.

STATEMENT OF TOM HEINTZ, MONTANA OUTFITTERS AND GUIDES ASSOCIATION

Mr. HEINTZ. Thank you, Mr. Chairman.

My name is Tom Heintz. I am here representing Montana's outfitters and guides, approximately 600 outfitters and 1,200 guides, as well as their families.

Before I begin my testimony, I would like to ask to have this submitted to the record. It is an economic impact on the outfitting industry in the State of Montana, done by the faculty of business, Montana State University.[1] I would add, Senator, that it reflects the contribution to Montana's economy for the year 1985 from the Montana outfitting and guiding industry of $86 million.

The 1988 season will show a contribution to the state of over $150 million.

Senator Melcher, I would like to begin my testimony with a letter from Roland Cheek to you. Roland is the President of the Montana Outfitters and Guides Association:

> Dear Senator Melcher:
>
> The Montana Outfitters and Guides Association has a long history of advocating sound economics for both our treasured state and America. Nor are we inconsistent in the least by taking a positive position, supporting those beleaguered members who stand to lose their businesses, homes, and futures through less than adequate protection currently being debated in various Montana wilderness proposals.
>
> Montana outfitters do contribute positive economic benefits to their headquarter communities and to the state. They do serve a needed public service to both resident Montanans and non-resident Americans who depend on those very tangible wild land resources we have in abundance, but which are in such short supply elsewhere.
>
> Montana outfitters do not require government subsidies in order to operate their businesses and they do not leave Montana's great natural resources impaired for tomorrow's generations.
>
> The Montana Outfitters and Guides Association implore you to carefully consider our industry, one that contributes more than $85 million annually to Montana's economy. We ask only that we be allowed to continue serving a growing Montana and national need.
>
> Montana Outfitters and Guides Association stands four-square behind Montana's wild lands, wildlife, and a healthy and vital recreation and tourism industry. Help us to help ourselves.
>
> The conservation proposal known as Alternative W can do just that.
>
> Roland Cheek, President, Montana Outfitters and Guides.

Senators, Montana has the best of what is left of traditional elk hunting in this country. The remoteness and inaccessibility of many Montana ranges still provides the security necessary for bulls to live long enough to obtain trophy status.

That same remoteness and inaccessibility, combined with uncommon scenic grandeur, provides a setting of peace and quiet and an opportunity for solitude in the midst of unspoiled nature. That has an even greater value to most people than a trophy bull.

The release of several million acres of presently roadless Montana wild lands for development, with the inevitable loss of quality wildlife habitat, loss of natural scenic beauty, and increased intrusion from the mechanized world will dramatically impair present wild land values for generations to come.

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[1] Retained in subcommittee files.

The loss of those values will translate into the loss of hundreds of presently viable, well-paying jobs in Montana's outfitting and guiding industry. Trout Creek, for example: Outfitters relying on northwest Montana's finest elk habitat contribute over $2 million of income.

The Rocky Mountain Front. There are 26 outfitters and eight dude ranches that provide employment for well over 100 people and facilitate income production from the wild land and wildlife resource that exceeds $5 million a year.

The Cowboys Heaven country in which I operate and am intimately familiar with provides perhaps the clearest example of what is at stake. The area presently supports a herd of over 2,000 head of elk. The country is virgin, the game's security cover intact, and the land forms preclude motorized use of the area.

The local Fish, Wildlife, and Parks biologist tells me the elk herd has the highest bull to cow ratio in the world. For every 2.7 cows there is a bull. The herd also supports what is probably the finest trophy bull herd in the world. There are over 40 Boone and Crockett bulls that have been identified in that herd.

Hunting operations directly relying on the Cowboys Heaven area produce both indirect and direct income of over $500,000 a year for the local community. There are easily 20 full-time jobs created by these activities.

If the Forest Service plans to put in 15 miles of core road and cut $15 million board-feet of timber from this area are allowed to take place, outfitting in the Cowboys Heaven country will be little more than another part of the disappearing Western landscape

In conclusion, I would like to say that the outfitting industry provides jobs and income throughout Montana. More, it is a way of life that has its roots in Montana's history and which people around the Nation identify with our great State.

You can help protect that way of life and the jobs it produces by passing a wilderness bill which protects areas critical to our industry.

Thank you.

Senator MELCHER. Thank you.

Steve Kelly.

STATEMENT OF STEVE KELLY, FRIENDS OF THE WILD SWAN

Mr. KELLY. Mr. Chairman, my name is Steve Kelly. I am a resident of Swan Lake, MT, where I earn my living planting trees on Forest Service clearcuts. I have also worked in the portable seismic exploration industry.

I am here today representing Friends of the Wild Swan, a local grassroots conservation group concerned with the future of Montana's remaining roadless lands. We are very concerned about the future of roadless lands that have been dropped from the wilderness protection category.

In most cases, we feel no rationale has been provided for these decisions. Montana currently has 6.5 million acres of roadless land that qualify for consideration as part of the wilderness system.

We support congressional designation for every one of these roadless areas. Most of these de facto wilderness lands are poor economic investments that will negatively affect the Federal Treasury. In short, the intrinsic values of Montana's roadless lands far exceed the potential monetary return of development when considering the long term costs and benefits.

Today's development decisions are irreversible and will impact all generations that follow.

The public is becoming more critical of the Forest Service's mismanagement of most of our public forests. I would like to see and discuss several examples of de facto wilderness lands I am familiar with that have not yet received protection, but qualify and deserve your careful consideration.

In the Swan Mission region, we propose expanding the Mission Mountains wilderness boundaries to include all remaining roadless acres adjacent to the existing wilderness.

The Forest Service has violated the existing boundaries several times in the past 2 years and still has not completed the survey of the wilderness boundary that was established by Congress in 1964.

Clearcuts are destroying grizzly migration corridors between the Mission Mountains and the Swan Range. We urge you to protect the western portion of the Great Northern Divide ecosystem or the Mission Mountains will soon be biologically severed, isolating the grizzly bear and numerous big game species.

We also propose lowering the wilderness boundary down the western slope of the Swan Range in the Noisy Face geographic unit. We propose the inclusion of Krause Basin, a critical area of secure habitat for spring grizzly use and elk calving.

In the Swan Range, Akinkoka Mountain, Deadhorse Ridge, Stanford Peak remain roadless and have been overlooked by the Montana delegation. The Thompson Seton area simply must be protected.

Spaghetti roads and clearcuts continue to fragment the home ranges of grizzly bears, wolves, mountain caribou, and old growth dependent species, most especially the piliated woodpecker.

Native trout are also being severely impacted by below-cost timber mining activities on Forest Service lands adjacent to Glacier National Park. We strongly recommend wilderness protection for the areas that remain roadless in the Whitefish Range.

The Bridger Range represents one of the finest urban wildernesses in the Nation. Mule deer and elk populations, as well as the surrounding scenic values, are now threatened.

We do not want any more roads and clearcuts in the Bridger Range. We would like to see the entire roadless portion of the range protected in wilderness.

These are only several examples of a growing concern and interest in protecting all of Montana's remaining wild lands. It is time to recognize and accommodate the wilderness expectations of the American and Montana public. America's scarce wilderness land base cannot be put back after development mistakes occur. We must make correct decisions now.

Friends of the Wild Swan supports protection of all 6.5 million acres of Montana's remaining roadless lands. We ask not for the creation of any new wilderness, only the protection of those lands that exist as wilderness today. This represents a small sacrifice today for an enormous future public benefit.

We are proud of the opportunity to share these unspoiled roadless lands with the nation and the world, and ask for your help in protecting our dream, a Montana that is truly unspoiled and unforgettable.

I would also like to object at this time to the striking of Mike Badger of the Badger chapter from this panel. Mike has worked hard to prepare his testimony here, at great personal sacrifice and expense. I feel there is no excuse for the selective exclusion of his presence and his testimony on this critical national significant debate.

Thank you.

[The prepared statement of Mr. Kelly follows:]

TESTIMONY OF STEVE KELLY, SWAN LAKE, MONTANA, CONCERNING H.R. 2090 AND S. 1478.

Mr. Chairman, my name is Steve Kelly, I am a resident of Swan Lake, Montana, where I earn my living planting trees on Forest Service clearcuts. I've also worked in the portable seismic exploration industry in Montana, Wyoming, North Dakota, and Utah. I am here today representing Friends of The Wild Swan, a local grassroots conservation group concerned with the future of Montana's remaining roadless lands. I am here to offer testimony concerning the effects of H.R. 2090 and S. 1478 on Montana's 6.5 million acres of defacto wilderness.

Together, the bills before us represent progress toward resolving Montana's wilderness allocation questions. Long hours and hard work have produced acceptable boundaries in many of the areas designated as wilderness in H.R. 2090 and S. 1478. These areas where agreement has been reached have not come easily. We applaud the efforts of Senator Max Baucus and Representative Pat Williams and the citizens of Montana who continue to volunteer countless hours of their time and energy to resolve these critical land use decisions. We support areas protected as wilderness that appear in either of the bills with some minor boundary adjustments. We are however, very concerned about the future of roadless lands that have been dropped from the wilderness protection category. In most cases, no rationale has been provided for these decisions. We are concerned about a lack of information to the citizens who care most about the future of these lands.

Montana currently has 6.5 million acres of roadless land that qualify for consideration as part of the wilderness system. Each area has remarkably outstanding wilderness qualities of National and global significance. Each has met the Forest Service's criteria for wilderness suitability. Each area deserves to remain roadless as part of this Nation's proud wilderness heritage. No convincing argument exists to justify the destruction of these precious lands. Opportunity for solitude, primitive recreation, natural integrity , outstanding scenery and the spiritual powers these lands possess are more important than the potential short-term monetary "benefits". Most of these defacto wilderness lands are poor economic investments that will negatively effect the Federal treasury. In short, the amenity values of Montana's roadless lands far exceed the potential monetary return of development when considering the long-term costs and benefits.

We cannot replace these remnants of America's wilderness once the damage occurs. Today's decisions are irreversible and will impact all generations that follow. We must carefully decide what is more important, short-term, temporary material satisfaction, or long-term values that can be enjoyed in perpetuity. An increasing number of Americans, especially Montanan's feel a strong need to protect these wilderness areas. The public is becoming increasingly critical of the Forest Service's mismanagement of our public forests. This crisis in confidence has produced many new local grassroots conservation groups such as ours interested in maintaining our high quality of life by protecting what remains of our public wild lands.

I would like to discuss several examples of defacto wilderness lands I am familiar with that have not yet received protection but qualify and deserve your careful consideration. Conflicts and trade-offs are minimal, even from a local perspective.

SWAN - MISSION REGION

We propose expanding the Mission Mountains Wilderness boundaries to include all remaining roadless acres adjacent to the existing Wilderness, including Burlington Northern's. The Forest Service has violated the existing boundary several times in the past two years and still has not completed the survey of the boundary that was established by Congress in 1964. The agency has committed one timber stand improvement (thinning) violation, has built a road segment into the Wilderness, and has ignored numerous motorized recreation violations. The Mission Mountains Wilderness has no buffer zone around it. Clearcuts are rapidly defining the boundary and destroying critical grizzly bear migration corridors between the Missions and Swan Range. Old-growth dependent species are on the threshold of extirpation as the cutting continues. Congress must act quickly to protect what is left of the western portions of the Great Northern Divide Ecosystem or the Mission Mountains will be biologically severed, isolating the grizzly bear and numerous big-game species that range across the Swan Valley between these two ranges.

We propose lowering the wilderness boundary down the western slope of the Swan Range in the Noisy Face geographic unit. We also propose the inclusion of Krause Basin, a critical area of secure habitat for spring grizzly use. In spite of numerous efforts by the U.S. Fish and Wildlife Service to educate the Swan Lake Ranger District of the significance of these areas to the grizzly, plans to build a road over the Swan Range and clearcut the area remain alive within the agency. Congress must intervene to insure that adequate protection is given to this critical spring-use grizzly habitat.

WHITEFISH RANGE

Akinkoka Mountain, Deadhorse Ridge and Standard Peak remain roadless but have to date been overlooked by the Montana delegation. Each of these areas has a special significance for numerous wildlife species, including the 5 Threatened or Endangered species that inhabit the Whitefish Range and roam in and out of Glacier National Park's western boundary. Poor agency cooperation has created a situation similar to the problems that are beginning to be addressed in the Greater Yellowstone Ecosystem. Time is becoming critical for these delicately balanced habitats as "spaghetti" roads and clearcuts continue to fragment the home ranges of grizzly bears, wolves, caribou, and old-growth dependent species. Native trout are also being severely impacted by below-cost timber mining activities on Forest Service lands adjacent to Glacier Park. The most important spawning streams in the State of Montana are under seige. Sediment pollution threatens Whale Creek, the most important bull trout spawning creek in the entire Flathead River Basin.

What happens to the remaining roadless areas in the Whitefish Range, Glacier's western boundary, will determine the wildlife future for the entire north-west portion of the Great Northern Ecosystem. These overcut lands cannot tolerate much more development and retain their unique wilderness characteristics and wildlife populations. Old-growth dependent species, the wolf, grizzly bear, caribou, bull trout, westslope cutthroat trout, and bald eagle are hanging on by a thread. Decisions made concerning the Whitefish Range must consider the significance to wildlife. We strongly recommend wilderness protection for the remaining roadless areas of the Whitefish Range.

BRIDGER RANGE

Residents in and around the Bridger Range are becoming increasingly aware of the real threats to their favorite non-motorized recreation areas. The Bridgers represent one of the finest "urban" wildernesses in the Nation. Until recently local residents took for granted that their "backyard" would remain as it is, unspoiled. The scheduled below-cost timber sales in the east and west Bridger Range have changed all that. Bozeman residents disagree with the Forest Service about what constitutes "net public benefit" in the Bridgers and are increasingly dissatisfied with the plans of the Forest Service. Mule deer and elk populations, as well as the surrounding scenic values are threatened, causing the rapid increase in the number of wilderness supporters in the Livingston and Bozeman areas. Hunters, fishermen, hikers, cross-country skiers, horsemen, joggers and other recreation enthusiasts all share the concerns I bring before you today. We do not want any more roads and clearcuts in the Bridger Range. We want to see the entire range protected in wilderness.

These are only several examples of the growing interest in protecting all of Montana's remaining wild lands. It is time to recognize the will of the American and Montana public by recognizing the wilderness values we are so desperately trying to preserve. America's scarce wilderness land base cannot be put back after development mistakes occur. We must make the correct decisions now, and in all cases where there is some degree of uncertainty, we cannot afford to err in favor of development. These mistakes are irreversible.

Friends of The Wild Swan supports protection of all 6.5 million acres of Montana's remaining roadless lands. We ask not for the creation of any new wilderness, only protection of those lands that exist as wilderness today. This represents a small sacrifice today for an enormous future public benefit. The state of Montana has a unique opportunity and ability to share a scarce "resource" we are all very proud of with the rest of the inhabitants of this planet. In a growing world population, this land has enormous value today and will become more significant as wild lands are developed in other states and regions. We are proud to share these unspoiled lands with the Nation and the world and ask your help in protecting our dream, a Montana that is truly unspoiled and unforgettable.

Senator **Melcher**. Woody, as I talked to you Friday afternoon, I need to insert at this point in the record the position of the Blackfeet Tribe on Badger-Two Medicine. It is a letter from Earl Old Person, the chairman, dated March 21:

> I am very sorry that I am unable to attend the hearings on the wilderness bill. Please find attached the Blackfeet Tribe's testimony regarding their position on the wilderness bill. We are requesting that this be read at the hearing Tuesday, March 22.
>
> Signed, Earl Old Person.

The testimony is very brief. I will read it into the record now:

> March 21, 1988.
>
> The Blackfeet Tribal Business Council opposes any wilderness designation for the lands ceded by the Blackfeet Indians in 1895 which are presently in the Lewis and Clark National Forest. The Blackfeet Tribe possesses reserve property rights in the ceded lands.
>
> Wilderness designation would adversely affect the use of these rights. The Blackfeet tribe therefore opposes any legislation which would designate these lands as wilderness or for wilderness study, as proposed by Senator Baucus.
>
> The Tribal Council requests that this statement and Tribal Council resolution number 339-87 be entered into the hearing record at the Montana wilderness hearing on behalf of the Blackfeet Tribal Council.
>
> Archie St. Goddard, Vice Chairman; Earl Old Person, Chairman.

Senator Baucus.

Senator **Baucus**. Thank you, Mr. Chairman.

While we are on that subject, Woody, I would just like you to explain to me why you think this Badger Two area should be included? As I listen to Earl's letter, I think, although at the end of his letter he says that the Council is opposed to studies, I think the gist or the thrust of the council's long letter is opposed to wilderness designation. I do not get the sense that they are as opposed to the study status.

I think the real tone of that letter is more opposed to outright wilderness designation. The reason I have included Badger Two study is because, I think a point you made, namely there are lots of conflicts here. The Forest Service has some jurisdiction, the State of Montana is involved, treaty rights that the Native Americans, the Blackfeet, have, the rights they have in the Badger Two area.

I think you yourself said there is development of certain resources in Badger Two, that some members of the Blackfeet Tribe will go to court to try to stop that development, which would further botch up the whole system.

It is my view that a study would help resolve some of these conflicts, because there are so many conflicts right now. I would like you to address why you think or do not think that the Badger Two area should be studied.

Mr. **Kipp**. Senator Baucus, I think the position of the Blackfeet leadership, that is the elected leadership, is to the extent that were the Badger-Two Medicine area to be put into any kind of wilderness status, it would be a further erosion of their treaty rights.

And as the controllers of approximately two-thirds of the state of Montana in 1855, we are well aware of the erosion of treaty rights. So it is with this in mind that I appear here.

I respect Mr. Old Person's position and I respect the position of the Blackfeet Tribal Business Council. But in 1973 I did more than pay lip service to treaty rights, because I went to the gate of St.

Mary's and told them that I would not pay the toll going into Glacier National Park because I had treaty rights in that area.

And I was told to go to court in Calliceville, and I refused on the grounds that this is a treaty rights issue and it has to be dealt with in federal court. And the matter was decided in the early part of 1974 by Judge Russell Smith in Missoula, which declared that the treaty right was valid.

So I think the study status that you propose is about the closest thing we can get to a fair hearing in terms of the overall aspect, where the Blackfeet Tribe will be able to be allowed to retain their treaty rights, but we have these other claims by the Federal Government in terms of the subsurface minerals.

And here I would like to say that the language of the agreement of 1895, a document that I have read over and over again through the years, I think the old people, the 304 Blackfeet male adults who signed that agreement, the language would have to be transposed into a contemporary setting.

At that time they were 12 years out of the buffalo culture and they understood that a man had to hunt, fish, and gather wood to take care of his family. And I think that language has to be updated to 1988, to where it is to the effect that we the descendants of those people receive some beneficial use from that area.

Thank you.

Senator BAUCUS. Thank you.

Congressman Marlenee said earlier that Joe Hunter, Joe Innkeeper, get nothing out of the Montana wilderness bill. I wonder if either Tom Heintz or Jim Posewitz, if either of the two of you could address whether Joe Hunter in fact gets nothing out of this bill, or whether Joe Hunter gets something out of this bill?

It is interesting, and in fact it is very coincidental, that the two of you referred to Teddy Roosevelt, because it was today, March 22, 1884, that Teddy Roosevelt was in Montana at a Montana stock growers meeting in Miles City, when the stock growers of Miles City were trying to figure out how they were going to stop rustling.

So Teddy Roosevelt spent a lot of time in our State. At least he was on March 22, today, 1884, in Miles City. I do not know whether you knew that, but he happened to be in our State in 1884 on that date.

And I was curious whether some of you could address whether Joe Hunter gets something out of this bill.

Mr. POSEWITZ. I will address it, not from the economic side, and maybe Tom can do that. But what the hunter gets from wild country is the opportunity to hunt.

The trend that we have seen throughout Montana as our wild country has slowly been compromised to other uses, to roads and access primarily, access within, not access to, is the loss of hunting opportunity.

We have gone from the chance where a hunter could go for a 6-week season and hunt either elk, either sex elk, where now where we are trying all kinds of innovations in order to keep elk from becoming a permit-only hunting season, so that the hunter still has a chance to hunt elk every year.

Our ability to keep doing that is diminishing as the wild land diminishes. And what happens is that at one time the country protected the elk. The elk had places to hide, places to go. They had the heavily timbered hillsides in which they were secure.

As those are diminished, we substitute by regulation and restriction—and the ultimate regulation and restriction is a permit-only and you put in for a lottery, and then you go out and take your elk out of compromised country.

And so what we are trying to preserve and I think why the hunter has joined the wild lands coalition through the Wildlife Federation and through John's presence here and other things is to preserve for himself the opportunity to hunt elk, because that is what is diminishing. And wild country will protect that.

Senator **Baucus**. We do not have a lot of time. So if someone else could just very quickly address that.

Mr. **Heintz**. I would say this briefly. In my area, because of the lack of access and the intact security cover, fish and game has found that we are dispersing bulls for up to 100 miles. We are filling drainages all the way to Island Park, over into the Tobacco Roots.

They have found collared bulls from my herd that go all the way to Old Faithful. So there is a tremendous advantage to Joe Hunter from those areas that are not hammered by too much impact.

Senator **Baucus**. Thank you very much.

Senator **Melcher**. Thank you all very much.

Our next panel will be: Robert Lamley from Champion; Mark Simonich from Stoltze; Bill Crapser, resource manager at Darby Lumber Co.; Anthony Colter from Louisiana-Pacific; Fred Hutchison from Sequoia; and James S. Riley, executive vice president, Intermountain Forest Industry Association.

We will start with James Riley.

STATEMENT OF JAMES S. RILEY, EXECUTIVE VICE PRESIDENT, INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION, ACCOMPANIED BY DON ALLEN, EXECUTIVE DIRECTOR, MONTANA WOOD PRODUCTS ASSOCIATION

Mr. **Riley**. I am James S. Riley, executive vice president of the Intermountain Forest Industry Association. With me today is Don Allen, the executive director of the Montana Wood Products Association.

We are pleased to be here to present the industry's views on S. 1478 and H.R. 2090. The future of our industry, as you well know, is dependent on the timely execution of timber sales in a portion of Montana's remaining roadless areas. Over the next 10 years, approximately 12 percent or fully 650 million board-feet of Forest Service timber programs are planned to come from some portion of the roadless areas.

That ranges from a high of 49 percent of the Helena National Forest program to a low of four percent of the Kootenai Forest program.

Now, the Forest Service plans which have been recently completed pursuant to the National Forest Management Act in theory have been designed to address the question set by the National Forest Policy Act as necessary to enter the roadless areas and execute these programs.

In practice, however, these plans have proven not to work. We have seen a proliferation of environmental appeals brought against the plans and brought against individual timber sales designed into the plans, which have ground these programs to a virtual standstill.

In 1987, 43 million board-feet of timber was withheld from advertisement in Forest Service timber sales due to environmental appeals and subsequent stays. Recently, a Ninth Circuit court decision has placed in jeopardy fully 115 million board-feet of timber on the Kootenai National Forest which is currently under contract, and has caused the Forest Service to withhold from advertisement an additional 77 million board-feet of sales scheduled for 1988.

As a result, the future of several saw mills in our State is in serious and immediate jeopardy.

Enactment of the release language in the Montana wilderness bill will bring a small measure of relief to this critical situation. However, let there be no doubt that the bill will not solve the huge problem which we face today. The Forest Service advises us that, even with enactment of this bill, they will be able to dismiss few, if any, of the hundreds of appeals that they have on both Forest Service plans and individual timber sales.

However, we are prepared to seek passage of a wilderness bill with our belief that resolution of the wilderness question is essential to allow Congress, this committee, the administration, and the citizens of Montana to focus their attention on the serious threat posed by the organized efforts to shut down the Forest Service's timber sale programs through environmental appeals and obstructionist litigation.

Although we would prefer and believe it is appropriate for the Congress to enact Montana legislation which resolves the land management question on all roadless lands, we are prepared today to support passage of a bill which designates some of Montana's roadless lands as wilderness and provides limited release language, standard release language, for the remaining lands, provided that:

First, the bill limits the new areas designated as wilderness to those which are identified in Exhibit A of my statement, which are the same areas that we brought back and personally shared with each of you a month ago;

Second, that the legislation bring some degree of finality to the wilderness dispute by resolving all existing wilderness study areas and by not creating any additional new areas for study;

And third, that the problems posed by the environmental appeals and litigation which is disrupting Forest Service programs be placed on—be reviewed in the course of this legislation and with a commitment for subsequent action to address the problem.

The subsequent witnesses on this panel will speak to individual areas. My statement also outlines a statewide position on the individual areas for the entire industry.

At this time I would like to submit two statements for the record with your permission, that of Doug Crandall of Brand S Corp., who could not be here, and the statement of Roger Johnson of Pyramid Mountain Lumber Co. from Seeley Lake.[1]

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[1] The statements have been retained in subcommittee files.

Roger Johnson's concerns are with the Swan Front proposal, which he details in his statement. And Doug Crandall's concerns are with Cowboys Heaven.

[The prepared statement of Mr. Riley follows:]

INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

Montana WOOD PRODUCTS ASSOCIATION
Don Allen, Executive Director

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JOINT STATEMENT OF

INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

AND

MONTANA WOOD PRODUCTS ASSOCIATION

BEFORE THE

SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS

ON

MONTANA WILDERNESS
H.R. 2090 AND S. 1478

MARCH 21 & 22, 1988

Mr. Chairman and Members of the Subcommittee:

I am James S. Riley, Executive Vice President of the Intermountain Forest Industry Association. With me, today, is Don Allen, Executive Director of the Montana Wood Products Association.

The Intermountain Forest Industry Association and the Montana Wood Products Association represent Montana's forest products industry on all federal and state issues. These associations, on behalf of the industry, are pleased to present the forest industry's views on S.1478 and HR 2090.

SUMMARY

The future of our industry is dependent upon the timely offering of timber sales from a portion of the roadless areas in Montana. Over the next ten years approximately 12% (650 MMBF) of the Forest Service timber program in Montana is planned to come from roadless areas. This ranges from a high of 49% of the Helena Forest program, to a low of 4% of the Kootenai Forest program.

The Forest Service plans completed pursuant to the National Forest Management Act have been designed, in theory, to meet the standards set by the National Environmental Policy Act necessary to execute timber programs in these roadless areas. However, in practice, the proliferation of environmental appeals brought against the plans have prohibited the Forest Service from carrying out their intended programs. As a result, the future of several sawmills in the state is in serious and immediate jeopardy.

Enactment of the release language in a Montana Wilderness Act will bring a small measure of relief to this critical situation. More importantly, we believe resolution of the Wilderness question will allow Congress, the Administration, and the citizens of Montana to focus their attention on the serious threat posed by organized efforts to shut down Forest Service timber programs through environmental appeals and obstructionist litigation.

Although we would prefer, and believe it is appropriate, for Congress to enact legislation which resolves the land management question on all roadless lands, we are prepared to support the passage of a bill which designates some of Montana's roadless lands as Wilderness, and provides the limited "release language" to the remaining lands provided:

1) The areas designated Wilderness are limited to those identified in Exhibit A of this statement.

2) The legislation brings some degree of finality to the wilderness dispute by resolving all existing Wilderness Study areas, and by not creating any additional areas for study.

3) The problems posed by environmental appeals and litigation of Forest Service development actions in "released" roadless areas be reviewed for subsequent action.

The Montana forest products industry opposes both H.R. 2090 and S. 1478 because they do not meet these criteria. H.R. 2090 would legislatively prohibit timber management on 77,114 acres of suitable timber land, including nearly 30 MMBF of planned timber sales.

S. 1478 would legislatively prohibit timber management on 129,104 acres of suitable timberland including 37 MMBF of planned timber sales. Further, S. 1478 would leave an estimated 662,700 acres of roadless land in further study status.

Additionally, both H.R. 2090 and S. 1478 would legislatively withdraw several areas of high timber potential which must remain available for multiple-use if the Forest Service is to maintain the flexiblitiy necessary to correct the timber supply/demand imbalances caused by new Forest Plans.

TIMBER HARVEST FROM FOREST SERVICE LAND IS VITAL TO OUR INDUSTRY

The harvest of timber from Montana's National Forests have provided approximately 40% of the total logs processed by the forest products industry during the past ten years. During the same period, private forest lands in the state have provided 50% of the timber processed, with state, BLM, and BIA timber making up the remaining 10%.

More significantly, timber harvest from Forest Service lands during the past two years has been 160 MMBF in excess of new sales, causing the amount of uncut volume under contract to drop precipitously (Exhibit B). As a result, the future of several sawmills in the state is more uncertain today then during the deep recession of the early 1980's.

As we look to the future, it is evident that the Montana forest products industry will become even more reliant on timber harvest from Forest Service lands. A recent study completed by the Forest Service Intermountain Experiment Station and the State of Montana, Montana's Timber Supply: An Inquiry into Possible Futures, demonstrates that harvest from private lands cannot be sustained at current levels. Further, the recently completed Forest Service plans show tremendous opportunities to increase timber harvest from the National Forests in the state. Thus, federal legislation which precludes the Forest Service from realizing some portion of this potential will have grave implications on our industry.

ENVIRONMENTAL APPEALS AND LITIGATION

The largest immediate threat to Montana's forest products industry is the proliferation of environmental appeals and litigation which has brought timber sale programs on many National Forests to a virtual standstill. In fiscal year 1987 nearly 43 million board feet of Forest Service timber sales in Montana were withheld from advertisement due to administrative appeals. In 1987, this problem was concentrated on four Forests, the Beaverhead, Bitterroot, Deerlodge and Gallatin, where the Forest Service was unable to advertise an alarming 43% of the 1987 timber program.

TIMBER PROGRAM ACCOMPLISHMENTS
FY 1987
(Volume in MMBF)

Forest	Scheduled Program	Not Advertised Due to Appeal	Percent
Beaverhead	17.3	10.0	58
Bitterroot	33.4	12.5	37
Deerlodge	23.0	10.4	45
Gallatin	21.0	7.4	35
Total	94.7	40.3	43

Environmental groups have notified the Forest Service they intend to appeal virtually every sale on these Forests in FY 1988. If this comes to pass, and the Forest Service remains unable to resolve the appeals, the sawmills which depend on timber from these Forests will be forced to close or curtail operations possibly as early as the end of the year.

Significant problems with obstruction oriented litigation are also surfacing in northwestern Montana. Earlier this month the Ninth Circuit Court of Appeals enjoined Forest Service timber sale and road construction projects on a significant portion of the Yaak River drainage on the Kootenai National Forest. A single dissatisfied individual, in partnership with an environmental attorney, filed the case which resulted in this decision. As a result, harvest could be stopped on 115 million board feet of timber sales currently under contract to the industry, and an additional 77 million board feet of new timber sales scheduled for advertisement this year.

Enactment of the release language in a Montana Wilderness bill will be a small first step in resolving this crisis.

However, let there be no doubt that a bill will not solve the entire problem. Forest Service officials from Region One have stated that enactment of standard release language will allow them to dismiss few, if any, of the several hundred appeals currently pending on Forest Plans and individual timber sale projects. The bill's release language absolves only the Agency's obligations to evaluate wilderness recommendations. However, it stops far short of resolving the critical question of whether the remaining roadless areas should be managed in the current roadless condition (defacto Wilderness) or made available to provide the resources necessary for our industry and Montana's economy. Thus, even with enactment of a Montana Wilderness bill, the appeals will go on, and the stays on timber sales will remain in place, leaving the future timber supply for our industry in extreme jeopardy.

Last year, we testified before the House on H.R. 2090 in support of an amendment to the bill which would provide a more complete resolution of the management questions on all roadless lands in Montana. It was the industry position at that time to oppose any Wilderness bill for Montana which did not include such an amendment. In the ensuing nine months our position has changed. Although we would vastly prefer a bill which extends greater certainty to the future management of released roadless areas, the members of our association are prepared today to accept a Montana Wilderness bill without such provisions, provided (1) the areas designated as Wilderness do not preclude the timber supplies necessary to sustain the operation of our members' mills, and (2) the bill brings some degree of finality to the wilderness dispute by resolving all current Wilderness Study Areas and does not create new Study Areas in the state.

Our change of position is not because of the problems we identified nine months ago have been resolved. To the contrary, they have become demonstrably worse. However, we have received commitments from the Montana Congressional delegation to pursue a solution to the appeals and litigation problem following enactment of a Montana Wilderness bill, either by seeking changes to the Agency's administrative procedures or by subsequent legislation if necessary. With these commitments in hand, our associations are now able to support enactment of a Wilderness bill within the criteria set forth above.

AREA AND BOUNDARY CONSIDERATIONS

In January 1988, our associations identified approximately 960,000 acres, in 30 different roadless areas, which we could accept as new Wilderness in Montana. A summary table of these areas is attached as Exhibit A.

Although our industry fundamentally believes there is currently more than enough Wilderness designated in Montana, we identified these areas in a good faith effort to bring about a final resolution to the roadless area dispute. The areas we have identified include significant timber resources. Our acceptance of these areas as new Wilderness is a direct result of the immediate timber supply crisis disruptive environmental appeals and litigation have caused throughout Montana.

The timber supply problems faced by the Montana forest products industry are two-dimensional. First, is the short term outlook. Beyond our concerns with program interruptions caused by appeals and litigation, the designation of new Wilderness in areas where the Forest Service currently plans timber management activities will cause an immediate reduction in available timber supplies. In Forest Service planning jargon, such areas contain what the Agency calls "suitable timber land." Although specific timber sales may not yet be identified, designation of suitable timber lands as Wilderness will cause the Forest Service to immediately withdraw them from the timber base and subsequently force a reduction in allowable sale quantity (ASQ). Exhibits C & D provide summaries of suitable lands and identified timber sales which would be withdrawn and cancelled by the Wilderness designations in H.R. 2090 and S. 1478.

H.R. 2090 will withdraw 77,114 acres of suitable timberland in Montana causing immediate ASQ reductions estimated at 8 MMBF/year. Further, H.R. 2090 will force the cancellation of nearly 30 MMBF of timber sales identified by the Forest Service for advertisement during the next 10 years.

S. 1478 will withdraw 129,104 acres of suitable timberland in Montana causing immediate ASQ reductions estimated of 13 MMBF/year. Further, S. 1478 will force the cancellation 37 MMBF of timber sales identified by the Forest Service for advertisement during the next 10 years.

Beyond these immediate impacts, the second dimension of the Montana's industry's timber supply problem is the ASQ levels themselves. The new Forest Service plans simply do not allocate sufficient land to timber management to sustain the existing industry. Thus, it is imperative to our future that the flexibility remain for the Forest Service to amend their plans to provide for higher ASQ levels. The areas we have identified for possible Wilderness designation in Montana will preserve this flexibility. However, enactment of either H.R. 2090 or S. 1478 will prohibit any opportunity for necessary amendments to Forest Plans to correct the timber supply/demand imbalances which have become evident on many Montana Forests.

For these reasons, the Montana forest products industry opposes the designation of any Wilderness in the following areas proposed by S. 1478 or H.R. 2090:

	H.R. 2090 (acres)	S. 1478 (acres)
West Pioneers		73,520
North Mission Adds	960	1,700
Black Mountain	8,500	5,800
Nevada Mountain	21,000	
Electric Peak	19,000	19,000
Cube Iron		30,200
Thompson-Seaton	84,610	84,610

Additionally, we offer alternative boundary locations for the:

1. Selway-Bitterroot Additions
2. North Bighole
3. Sapphires
4. Stony Mountain
5. Tuchuck
6. Jewel Basin/Swan Front
7. Cowboys Heaven
8. Quigg
9. Great Burn

Maps of our proposed boundaries have been submitted to the Subcommittee for the record.

Hyalite-Porcupine-Buffalo Horn

The Intermountain Forest Industry Association and the Montana Wood Products Association commend the efforts of the Forest Service and Plum Creek Timber Company to resolve the checkerboard ownership problem in the Hyalite-Porcupine-Buffalo Horn area on the Gallatin National Forest. We support the land exchanges that are being recommended, provided that: (1) following completion of the exchanges the areas acquired by the Forest Service be managed in accordance with the management direction established by the Gallatin Forest Plan for adjacent Forest Service areas so that the Forest's allowable sale quantity is not reduced, and (2) the entire Gallatin Range be released from wilderness study status.

Timber is Vital to Montana's Economy

Forest products remain one of Montana's most important industries. In 1986 there were about 9300 workers employed in the industry earning more that $250 million. Moreover, 1986 and 1987 have seen a substantial rebound in both demand for Montana wood products and in prices for them.

During the first quarter of 1987, an average of 4,379 production workers in 30 mills were on the job, earning wages of $26,557,000. These figures refer only to production workers at millsites and do not include the several thousand workers in logging, trucking, and other related areas.

Concentrated in western Montana, the industry accounts for 40 to 50 percent of the area's economic base and continues to be a mainstay in the western Montana economy. Over 80 percent of the people employed in the forest products industry work in seven western Montana counties: Flathead, Lake, Lincoln, Mineral, Missoula, Ravalli, or Sanders.

Despite extremely difficult operating conditions in the early 1980's, the forest products industry still is an important part of Montana's overall economy. It accounted for 13 percent of the entire state's economic base in the 1980's. Despite rough times, the 13 percent is still up slightly from the industry's contribution to the economic base in the 1970's.

The industry did lose employees during the early 1980's -- more than 2,000 -- but it was due to changes in industry structure and increased efficiency. In fact, more timber was harvested and processed in Montana in 1987 than in 1979, a peak year. The current capacity to process timber is almost the same as in 1979. The sales value of wood and paper products also continues to increase from the low levels experienced in 1982. An estimated $p930 million in revenue for 1987 indicates that sales are approaching the peak seen in 1979. This figure is roughly six times the $142 million in expenditures by non-resident tourists. This brighter revenue picture is very welcome, since many of the mills in the state have operated with little or no profit since 1979.

Montana is a beautiful state that all of us who are involved in making a living in the forest products industry enjoy. We are also pleased that many people from other states and countries enjoy visiting Montana to enjoy its scenic beauty. We must question, however, whether most of the non-resident travelers in Montana visit the wilderness areas. A study published in 1986 by George Stankey and Robert Lucas of the USDA Intermountain Research Station in Missoula shows a decline in the use of wilderness areas across the U.S., and also that most of the wilderness use continues to be in the long established wilderness areas such as the Bob Marshall.

Tourism is, and will continue to be, a great industry for Montana, but it should not be viewed as a substitute for the basic industries such as the wood products industry. The good salaries earned by workers in wood products jobs should not be compared to expenditures on goods and services by visitors from out of state. The point is, we need and can have both!

Montana polls conducted by the University of Montana Bureau of Business Research and the Great Falls Tribune in 1982 and 1984 show that the majority (60 percent in 1982 and 55 percent in 1984) of Montanans feel that adequate wilderness exists in the state at the present time. Montana now has more wilderness than any other state in the lower 48.

While we recognize that the public lands belong to all U.S. citizens, we are also concerned that many of those same citizens fail to recognize the restraints placed on making a living in a state like Montana with 30 percent public lands which is essentially lost to the local and state tax base. While there are lands remaining in the state which could be added to the wilderness system, we are concerned about simply adding more and more acres and thus shrinking the total acres that are available to be managed for the many competing uses.

We appreciate this opportunity to provide our views, and will be happy to answer any questions at this time.

EXHIBIT A

	WILDERNESS						
	Forest Service	Williams HR 2090	Vento	Baucus S1478	Melcher S2790	Industry Compromise 2/88	Opportunity
Beaverhead							
West Pioneer	-	-	-	73,520		-	
West Big Hole	55,199	124,777^S	124,777^S	124,777^S	124,777^S	55,199	
East Pioneer	79,555	77,410	80,430	76,530	80,430	79,555	
Italian Peaks	25,664	25,391	25,391	25,391	25,664	25,391	
Bitterroot							
Blue Joint	28,500	28,500	28,500	(S.393)	28,500	28,500	
Selway-Bitterroot Add.	48,900	55,630	55,630	55,630	48,900	48,900	
Custer							
Lost Water Canyon	5,812	5,812	10,500	9,800	9,800	5,812	
Abs-Bear Add.	6,000	6,000	6,000	6,000	5,500	6,000	
Deerlodge							
Flint Range	-	38,000	39,900	38,800	35,600	35,600	
Anaconda - Pit Add (N. Bighole)	12,493	37,800	32,080	32,480	42,109	12,493	
Sapphire	-	61,900	67,600	72,200	30,000	24,000	
Tobacco Roots	-	6,505	6,505	-	7,280	7,280	
Stony Mountain	-	74,180	70,030	70,030	74,180	33,000	
Flathead							
North Fork	-	118,150	118,150	118,150	33,540	13,500	
Bob Marsh - Add.	11,482	11,482	11,482	11,482	-	10,187	
N. Mission Add.	-	1,700	960	1,700	1,700	-	
Jewel/Swan	86,598	171,000	129,500	171,000	71,000	58,700	

S - Water Study - Acreages not included in totals

	Forest Service	Williams HR 2090	Vento	Baucus S1478	Melcher S2790	Industry Compromise 2/88	Opportunity
Gallatin							
Earthquake	21,461	22,000	22,000	22,000	22,500	22,500	
Republic Mtn (N. Abs Add.)	480	480	480	480	480	480	
Cowboys Heaven	-	14,000	22,000	22,000	-	9,340	
Helena							
Camas	-	26,000	28,300	26,000	26,000	26,000	
Mt. Baldy	8,600	15,000	15,000	15,000	14,900	15,000	
Gates of Mtn.	9,974	10,500	10,500	10,500	10,500	10,500	
Black Mtn.	-	5,800	8,500	5,800	-	-	
Nevada Mtn	-	-	21,000	-	-	-	
Electric Pk.	14,300	19,000	19,000	19,000	19,000	-	
Elkhorns	Wild/rec	Wild/rec	Wild/rec	Wild/rec	Wild/rec	41,000	
Kootenai							
Scotchman Pk.	48,160	47,000	51,500	47,000	48,800	48,800	
Cabinet Add.	35,500	35,500	35,500	35,500	28,300	35,500	
Ten Lakes	33,100	33,100	33,100	33,100	33,100	33,100	
Cube Iron	-	-	-	30,200	-	-	
Lewis & Clark							
Tenderfoot/Deep Creek	-	-	-	101,000	-	71,400	
Big Snowies (NRA)	-	21,500	21,500	-	21,500	21,500	

				NRA/STUDY			
	Forest Service	Williams HR 2090	Vento	Baucus S1478	Melcher S2790	Industry Compromise 2/88	Opportunity
Beaverhead							
*West Pioneer	-	169,818	169,818	96,298	-	-	
Bitterroot							
(5393) Blue Joint				28,500			
Deerlodge							
Cottonwood Lake	-	-	8,600	-	-	-	
Gallatin							
Crazy Mtns. (land con.)	-	114,200	131,500	114,200	-		
H-P-B (land con.)	-	155,000	155,000	151,000	-		
H-P-B (NERA)	-	-	26,000	-		-	
Helena							
Mt. Helena	-	5,400	5,400	5,400	-	-	
Elkhorn (Rec/Wld)	-	175,716	175,716	175,716	175,716	-	
Kootenai							
Trout Creek	-	-	-	34,800	-	-	
Scotchman Pk (Study)	-	-	-	6,000		-	
Cedars NRA	-	700	700	700	-	?	
Lewis & Clark							
Gibson Reservoir (NRA)	-	26,700	26,700	26,700			
Volcano Reef	-	2,500	2,500	-	-	-	
Big Snowies	-	21,500	21,500	-	21,500	-	
Badger-Two Med.	-	-	-	120,000	-	-	

WILDERNESS PROPOSALS NOT ADDRESSED

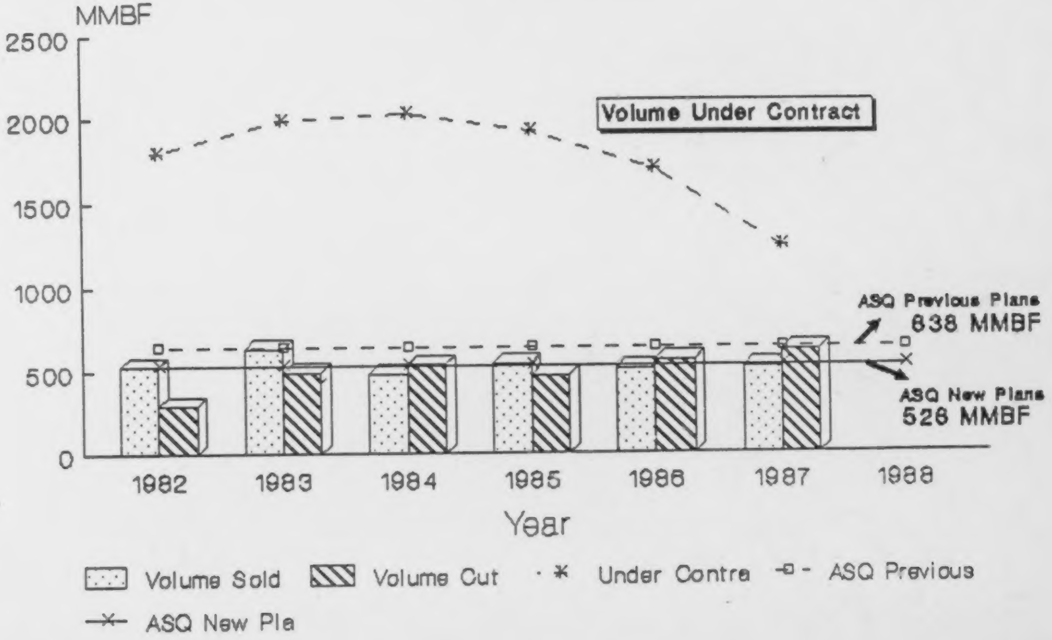
	Forest Service	Williams HR 2090	Vento	Baucus S1478	Melcher S2790
Gallatin					
H-P-B	-	-	24,000	-	80,000
Lewis & Clark					
Chateau Mt.	-	7,800	13,000	16,500	-
Deep Creek	4,670	48,649	56,000	56,000	28,600
Renshaw	22,774	39,500	39,500	30,600	9,550
Silver King	18,190	41,100	41,100	41,100	27,390
Teton	6,200	6,200	6,200	6,200	6,200

WILDERNESS

	Forest Service	Williams HR 2090	Vento	Baucus S1478	Melcher S2790	Industry Compromise Opportunity 2/88
Lolo						
Quigg	60,830	49,000	49,000	-	49,000	29,100
Clearwater - Mont.	65,560	65,560	65,560	65,560	67,645	65,560
Great Burn	89,850	89,850	94,000	94,000	93,700	53,555
TOTALS	748,018	1,173,750	1,179,598	1,289,853	929,628	957,452

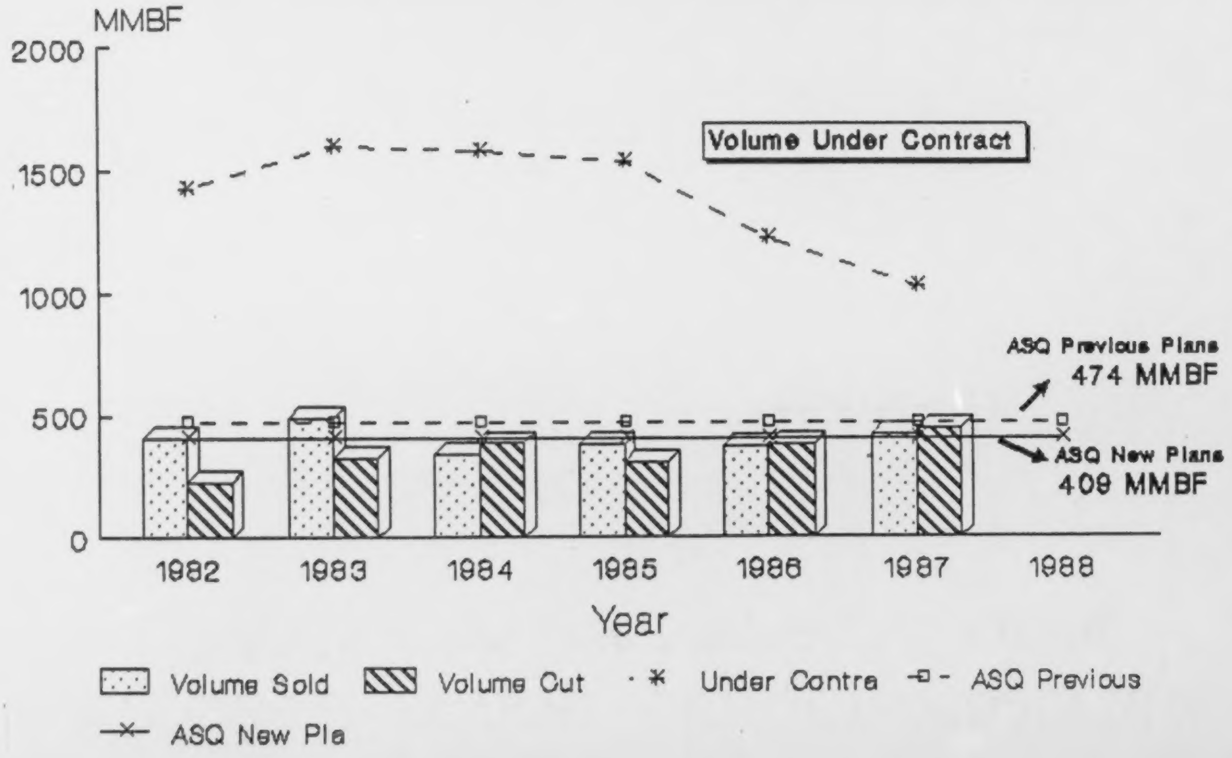
EXHIBIT B

Forest Service Timber Program
Montana

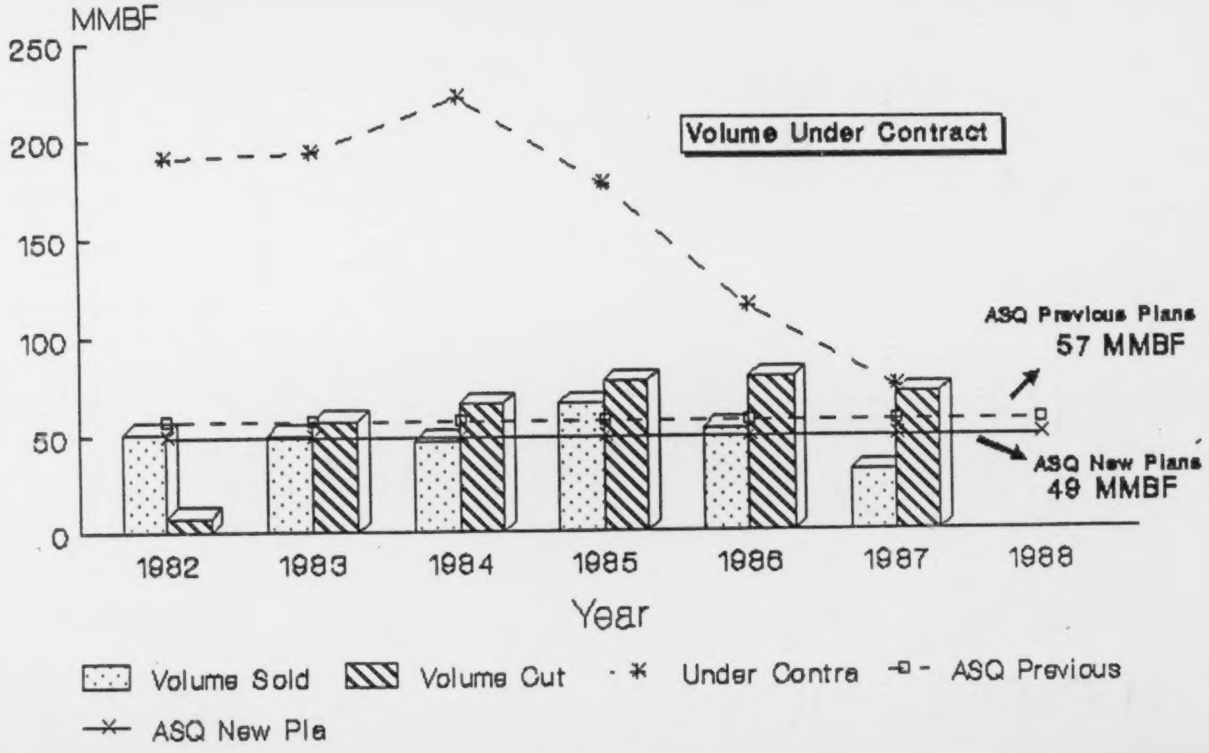


Forest Service Timber Program

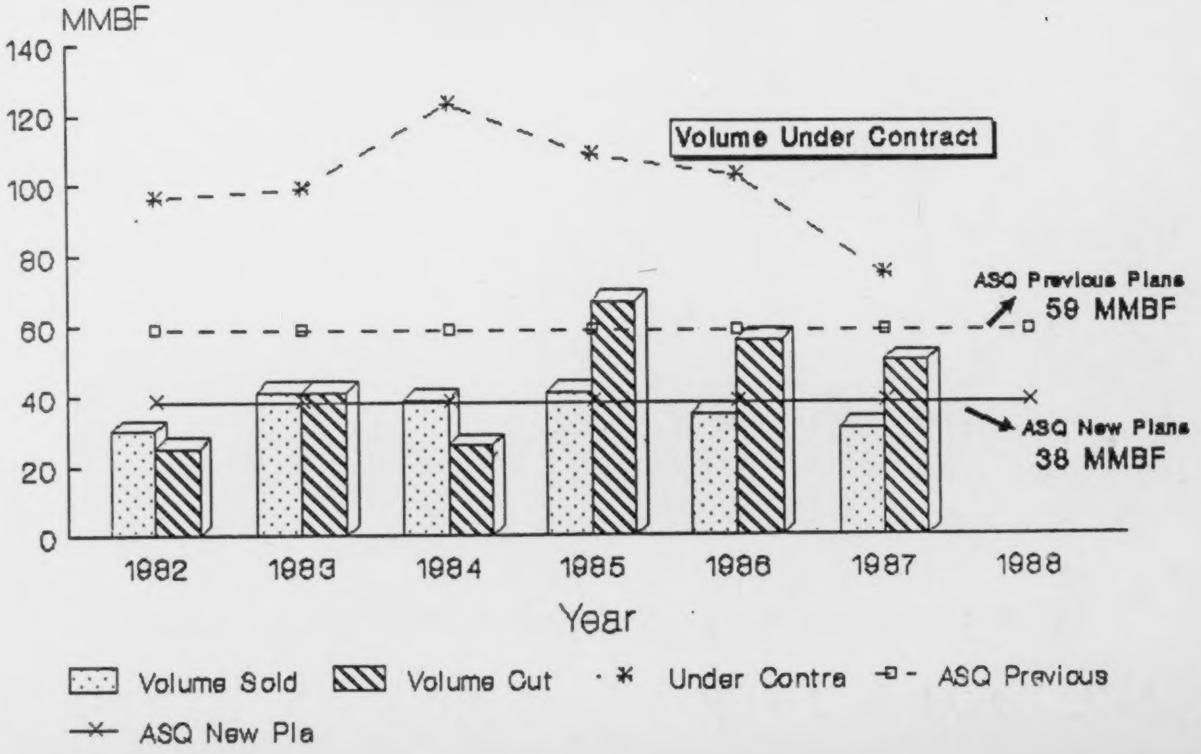
Lolo, Kootenai, & Flathead Forests



Forest Service Timber Program
Bitterroot and Beaverhead Forests

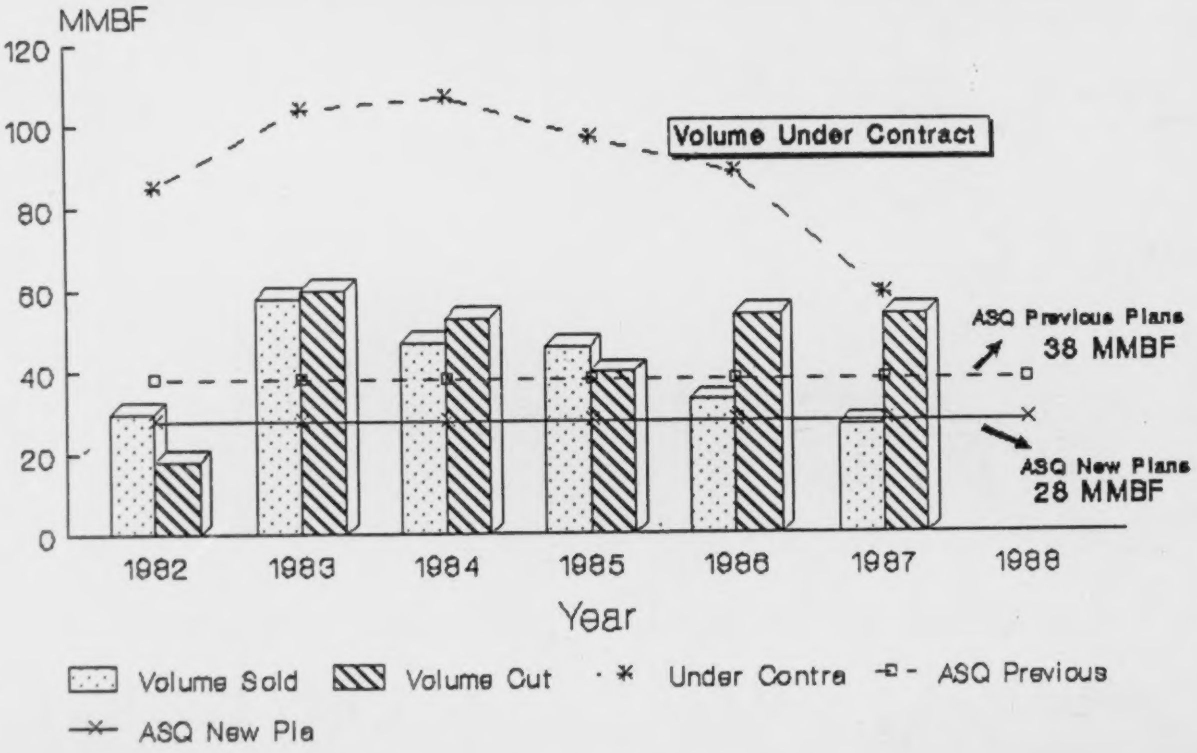


Forest Service Timber Program
Deerlodge and Helena Forests



Forest Service Timber Program

Gallatin and Lewis & Clark Forests



11/18/87

SUITABLE TIMBER
PROPOSED WILDERNESS

EXHIBIT C

AREA	S.1478	POTENTIAL LTSY (MBF)	HR2090 (PASSED)	POTENTIAL LTSY (MBF)
Anac-Pinter Adds.	980	92	1180	111
Selway-Bitt. Adds.	0	0	0	0
Flint Range	260	18	260	18
Stony Mountain	420	45	420	45
Sapphire	8390	906	3700	400
Northfork	1560	347	1560	347
Jewel Basin/Swan	2030	451	2030	451
Mission Mtn. Add.	400	89	400	89
Cowboys Heaven	6204	549	6204	549
Electric Peak	0	0	0	0
Camas Creek	800	67	920	77
Mount Baldy	1880	157	1160	97
Black Mountain	1840	154	1840	154
Scotchman Peaks	2300	528	2900	666
Bob Marshall Adds.	4450	375	4500	379
Cube Iron/Silcox	7200	1035	0	0
Nevada Mountain	0	0	3840	321
New - Great Burn	2060	296	2060	296
New - Gallatin	0	0	500	44
Sub-Total	40774	5109	33474	4043
SPECIAL MANAGEMENT				
West Pioneer NRA	1800	170	1800	170
W. Big Hole Water St	14000	1321	14000	1321
HPBH Land Study	0	0	11820	1046
Crazy Mtn. Land St	800	71	7680	680
Mount Helena NERA	280	23	800	67
Trout Creek WSA	8900	840	0	0
Scotchman Peaks WSA	700	161	0	0
Gibson Res. NRA	1940	164	1940	164
Tenderfoot WSA	18250	1539	0	0
Cottonwood Lake NRA	0	0	340	32
New - Hyalite NERA	0	0	5260	466
Sub-Total	46670	4288	43640	3945
MWSA AREAS				
Big Snowies	0	0	0	0
Mid. Fork Judith	10900	919	0	0
HPBH	14560	1289	0	0
Blue Joint	16200	1750	0	0
Sub-Total	41660	3957	0	0
TOTAL	129104	13354	77114	7989

Mont
LTSY –
798 mm/yr

ASQ
561 mm

Page 1

November 5, 1987

EXHIBIT D

DATA FOR S.1478

These are the sales that are scheduled in areas that are proposed for wilderness, study, NRA, etc. in S.1478.

BEAVERHEAD NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
North Big Hole	Howel Cr.	0.6 MMBF	1988
	Bender Johnson	*	1993
West Big Hole	Sawmill Creek	2.5 MMBF	1990

* Portion of sale are impacted is so small that the volume would be unmeasurable.

GALLATIN NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
Cowboys Heaven	Willow Swamp	6.0 MMBF	1991
	Cherry Creek	9.0 MMBF	1994

HELENA NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
BLACK MTN.	BLACK MTN.	.943 MMBF	FY89
MT. HELENA ED/REC	BLACK MTN.	.547 MMBF	FY89

KOOTENAI NATIONAL FOREST

AREA NAME*	SALE NAME	VOLUME	DATE TO BE OFFERED
Trout Cr. Study Area	Wilton-Granite	6.5 MMBF	9/90
Trout Cr. Study Area	Dragon Fly Helicopter**	0.7 MMBF	7/88
Trout Cr. Study Area	White Pine Chopper	0.1 MMBF	FY 88

* = NAME OF PROPOSED WILDERNESS AREA, NRA, STUDY AREA, ETC. IN THE WILDERNESS BILL.

** = Timber Buyback Resale.

LEWIS & CLARK NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
Tenderfoot/ Deep Cr.	Woods Mtn.	4.0 MMBF	1990

LOLO NATIONAL FOREST

AREA NAME*	SALE NAME	VOLUME	DATE TO BE OFFERED
Cube Iron/Silcox	West Fork Anne	.3 MMBf	FY 1991
"	Graves Creek	3.0 MMBf	FY 1992
"	Thompson Face	2.7 MMBf	FY 1996
"	WF Helicopter	0.3 MMBf	FY 1988
Great Burn	Chicken/WhiteHorse	.1 MMBF	FY 1992

November 5, 1987

These are the sales that are scheduled in areas that are proposed for wilderness, study, NRA, etc. in HR 2090.

BEAVERHEAD NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
North Big Hole	Bender Johnson	*	1993
West Big Hole	Sawmill Creek	2.5 MMBF	1990

* Portion of sale are impacted is so small that the volume would be unmeasurable.

GALLATIN NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
Cowboys Heaven	Willow Swamp	6.0 MMBF	1991
	Cherry Creek	9.0 MMBF	1994
Hyalite NERA	Sourdough	2.0 MMBF	1988
	Lousetown	2.5 MMBF	1990
	Existing Firewood Sale		
Gallatin and L&C Land Cons.	Ibex	6.4 MMBF	1989

HELENA NATIONAL FOREST

AREA NAME	SALE NAME	VOLUME	DATE TO BE OFFERED
Black Mtn.	Black Mtn.	.330 MMBF	FY89
Mt. Helena NREA	Black Mtn.	.547 MMBF	FY89

Senator **Melcher**. We will make them as part of the files.

Fred Hutchison is next.

STATEMENT OF FRED HUTCHISON, WASHINGTON REPRESENTATIVE, SEQUOIA FOREST INDUSTRIES

Mr. **Hutchison**. Mr. Chairman, Senator Baucus: I am Fred Hutchison, Washington representative for Sequoia Forest Industries, which operates a sawmill in Townsend.

I remember sitting in this room almost 10 years ago when I was legislative assistant to Senator Frank Church and listening to a round table discussion about how the RARE II results should be implemented. Senator Church, like you, understood the importance of preserving a portion of our wilderness heritage.

And like you, he understood the importance of the timber industry to Idaho and Montana. He always strived for balanced forest management, and I know that you have taken an identical approach.

That is why I am here today to ask you to work with us in the development of stronger release language. Yes, Senator Baucus, we want a Montana wilderness bill this year. But we also need your help on the release front.

During the RARE II roundtable discussion, Senator Church correctly predicted that if the RARE II recommendations were not implemented by legislation, complete chaos would result. As we sit here in 1988, the National Forest System is in fact in disarray.

States that have enacted RARE II wilderness bills and standard release language have not seen the roadless area controversy diminish. Instead, it has grown worse.

In addition to the Townsend mill, Sequoia operates saw mills in California and Oregon. What we are seeing on the coast is a kind of guerrilla warfare against the timber program.

Environmentalists who do not get everything they wanted in the wilderness bills or the forest plans are using every imaginable tactic to challenge timber activities. You are no doubt aware of the huge number of appeals which have recently been lodged against the buyout sales and the fire salvage effort.

You may not be aware that on the Sequoia National Forest environmentalists have been appealing literally every timber sale for several years now.

Mr. Chairman, the problem facing the timber industry at this time is not the proliferation of appeals. The appeals are only a manifestation of the problem. The problem itself is that Congress has only addressed one side of the roadless land allocation issue, the wilderness side.

The environmentalists are now in a position to say: This is ours because Congress has said so; now let us take a closer look at yours over there.

The time has come to include the best timber-growing sites within as permanent and reliable a classification as wilderness and to make these lands resistant to appeals and litigation.

At present, there are virtually endless opportunities to challenge the legitimacy of timber management activities. That is patently unfair. Once an area has become wilderness, there is no opportunity for us to say to the Forest Service: We disagree with your decision and we will keep pestering you until you decide to sell timber in that area.

If it were up to us, we would strengthen the release concept before any single acre of national forest land is added to the wilderness system. We simply do not believe that the current release language is a fair tradeoff for further wilderness additions.

However, we recognize that the controversy surrounding timber management activities is not confined to the national forests in Montana. This is a national problem which cries out for a national solution.

In light of recent events, we believe that your colleagues from states such as Oregon would join you in sponsoring a stronger release proposal. We respectfully urge you to explore that possibility.

Finally, Mr. Chairman, let me say a few words about the Elkhorn Mountains. Sequoia Forest Industries opposes the provisions in the pending bill which relate to the Elkhorns because they are unnecessarily redundant. This area is now and will be managed in the future as a wildlife management area.

There is simply no need for additional authority or direction. We believe that this area should continue to be managed—let me stress that. We believe that the area should continue to be managed with big game habitat as the primary use.

However, we find the Elkhorns language in both H.R. 2090 and S. 1478 poorly conceived and imprecisely drafted. If the delegation insists on including the Elkhorns in this bill, we would ask that you give serious consideration to language which we have prepared and which is attached to my written statement.

Thank you very much.

[The prepared statement of Mr. Hutchison follows:]

Statement
of
Fred H. Hutchison
Washington Representative
Sequoia Forest Industries

before the
Subcommittee on Public Lands, National Parks and Forests
Committee on Energy and Natural Resources
United States Senate

March 22, 1988

Re: H.R. 2090, S. 1478 (Montana Wilderness)

Mr. Chairman and members of the Subcommittee, I am Fred Hutchison, Washington Representative of Sequoia Forest Industries ("S.F.I."). S.F.I. operates six lumber mills in three states, including a "stud" mill in Townsend, Montana.

The S.F.I. sawmill at Townsend employs approximately 65 people and indirectly supports about 60 others who are contract loggers and road builders. In order to keep this facility operating at a cost-efficient level, the company must purchase at least 25 million board feet of timber each year.

Although the Townsend sawmill is located only a few miles from the Helena National Forest, S.F.I. has been forced to go as far as 150 miles away from the mill to purchase timber. This situation has developed because of the inability of the Helena and other nearby national forests to produce an adequate and consistent timber sale program.

S.F.I. is hopeful that the present timber crisis will ease somewhat as the final forest plans are implemented and the wilderness issue settled. However, we are concerned that the guerrilla war being waged by local environmentalists against the sale of timber from Montana's national forests will not stop once these two issues are resolved. It was this concern which led us to ask to be included in these proceedings.

Mr. Chairman, my statement this morning will concentrate on two topics. First, I want to talk about the subject of "release language" and explain why we believe the "standard" release language must be made stronger. Second, I want to discuss certain provisions in H.R. 2090, and S. 1478 relating to the Elkhorn Mountains, which lie directly to the west of the SFI mill at Townsend.

Release Language

Sequoia Forest Industries has been a leading proponent of improving the standard release language. We believe that the present language does not provide a fair *quid pro quo* for major wilderness additions. For that reason, we have argued that the release concept must be refined and strengthened before any more wilderness bills are enacted into law. While such a stand might appear to be unrealistically rigid, we think that there is merit in our position.

Improving the "Release" Concept

The discussion about release language has gotten completely out of focus. In fact, the very phrase "release language," like the phrase "multiple use," has come to mean different things to different people.

To many people, the phrase means "release" from the legal bind created by the Ninth Circuit Court of Appeals decision in *California v. Block*, which said that a legally sufficient Environmental Impact Statement must be prepared by the Forest Service prior to development of the RARE II roadless areas.

To the environmental community, release language means a compromise about when the wilderness attributes of national forest roadless areas can be restudied.

To many in the forest products industry, release language means "release" from the appeals and litigation which inevitably arise over decisions to build roads or sell timber within those same roadless areas. (As an aside, I would note that many Members of Congress thought that the standard release language would limit appeals and litigation. But, as evidenced by the recent rash of timber sale appeals on the West Coast, that has not been the case.)

Mr. Chairman, we agree with all three viewpoints.

We believe that release language should remove the legal roadblock caused by the *California* decision and provide guidance to the Forest Service about when to restudy the wilderness potential of roadless lands. The "standard" release language contained in both H.R. 2090 and S. 1478 will accomplish these objectives.

However, we feel that release language should also reduce the controversy surrounding development of the roadless areas that are not being designated wilderness. The standard release provisions do not do that. Additional language is needed to make it clear that roads can be built and timber sold in places where timber production is the best use of the land. We believe that such language ought to clarify the meaning of "multiple use" and make the current Forest Service land use zoning procedures stronger.

"Multiple Use" and National Forest Land Use Zoning

The original multiple use concept -- that all forest uses should be given equal consideration on small areas -- is out of date. Perhaps that ideal was *never* practiced by the Forest Service, even in years past when there were fewer demands placed on the national forests. It is certainly true that multiple use management, as practiced in 1988, does not mean that every single acre of national forest land can and will provide every conceivable benefit for every forest user.

The modern application of the multiple use concept is that each national forest will provide a broad range of goods and services. To achieve that objective, each forest is divided into management areas, with each area managed for its highest and best use. For example, instead of spreading timber harvests over the entire forest, logging is concentrated in those places where it is most cost-efficient and environmentally acceptable. Other uses are concentrated where those uses maximize net public benefits.

Congress has also recognized that certain portions of the national forests are best managed for a single purpose as it created and added to the National Wilderness and Wild and Scenic Rivers Systems, and set aside other areas for "special management."

The Forest Service and Congress have, in essence, "zoned" each national forest and said that within each zone, one or more of the statutory multiple uses -- outdoor recreation, range, timber, watershed, fish and wildlife -- will receive top priority. This is consistent with the Multiple Use Act which says that multiple use means: ". . . That some land will be used for less than all of the resources."

The National Forest Zoning System Needs Congressional Attention

Theoretically, this land use zoning system should lessen conflicts between various forest users. Because environmentalists, for example, know that certain areas will remain roadless and undeveloped, one would expect them to look to these places to provide semi-primitive recreational opportunities and fish and wildlife habitat.

However, the environmentalists are not content to focus their attention on *just* the areas that have been zoned for undeveloped recreation and fish and wildlife. Many of these individuals feel that timber harvests within the national forests should be eliminated completely. Others believe that cutting timber is a legitimate use of the forests, but disagree strongly with the amount of timber which is proposed for harvest each year.

The problem, as we see it, is that the Forest Service's land use zoning system lacks explicit Congressional authorization and enforcement mechanisms to eliminate frivolous challenges to management decisions. Environmentalists are in a position to say: "This is ours because Congress and the Forest Service have said so, now let's take a closer look at yours over there."

The current process provides virtually endless opportunities for environmental activists to challenge the legitimacy of timber management activities. That is patently unfair. Once an area has become wilderness or is set aside for "roadless management," there is no opportunity for timber interests to say to the Forest Service: "We disagree with your decision, and are going to keep pestering you until you decide to sell timber in that area."

The only way to lessen the conflicts over national forest land allocation decisions is for Congress to strengthen the existing land use zoning system utilized by the Forest Service. To accomplish that objective, Sequoia Forest Industries has prepared a legislative proposal which is attached to this statement. Rather than take up the Committee's time detailing this proposal, I have also attached a White Paper entitled *It's Time to Move Beyond Release Language*, which explains the rationale behind the proposed legislation.

This is a National Problem that Needs a National Solution

If it were up to us, we would strenghten the "release" concept before another single acre of national forest land in Montana, or elsewhere, is added to the National Wilderness Preservation System. We do not believe that the current release language formula is a fair trade-off for further wilderness additions, and we know it will be much harder to get the national environmental groups to accept release language changes once this bill and the Idaho wilderness legislation become law.

We recognize that our position is not shared by other industry witnesses at this hearing. However, we cannot, in good conscience tell you that we think you should approve a Montana wilderness bill without first preparing better release language.

The controversy surrounding timber management activities is not confined to the national forests in Montana. Environmentalists who did not get everything they wanted during preparation of the forest plans are waging a guerrilla war against the Forest Service and timber purchasers throughout the country.

This is a national problem that cries out for a national solution. In light of the recent increase in the number of timber sale appeals, we believe that your colleagues from states such as Oregon would join you in sponsoring a stronger release proposal. We respectfully urge you to actively explore this possibility.

The Elkhorns

Mr. Chairman, Sequoia Forest Industries opposes the portions of the pending bills which would establish the "Elkhorns National Recreation and Wildlife Area" (Sec. 9.(a) of H.R. 2090 and Sec. 9.(b) of S. 1478). These provisions are unnecessarily redundant; the Elkhorns are now and will be managed in the future as a wildlife unit where recreation is permitted as a secondary use. There is simply no need for additional authority or direction.

As you know, the Elkhorn Mountains are located within the boundaries of the Helena and Deerlodge National Forests, south of Helena. The Elkhorns are currently administered as a wildlife management/elk research unit under a cooperative agreement between the U.S. Forest Service and the Montana Department of Fish, Wildlife, and Parks.

S.F.I. believes that this area should continue to be managed with big game habitat as the primary use. The Helena and Deerlodge Forest Plans clearly state that wildlife will have top priority in the Elkhorns and we have no quarrel with that management prescription.

However, we find the Elkhorns language in both H.R. 2090 and S. 1478 poorly conceived and imprecisely drafted. For example, Sec. 9.(b) of S. 1478 states that the Elkhorns "shall hereafter be managed to conserve recreation and wildlife values in accordance with the provisions of the Helena and Deerlodge National Forest Plans as of the date of enactment of this Act." What a bad idea that would be.

The whole point of reviewing the forest plans every 10-15 years is to ensure that the plans maximize net public benefits, in light of constantly changing conditions. The Elkhorns contain at least 75,000 acres of commercial timberland. During the period covered by the present plans, the Forest Service will allow very little timber harvesting on this land, but conditions may be so changed in the future as to make more timber harvesting necessary. For that reason, we think it would be a mistake to lock-in the present plans forever.

Again, we urge you to drop the Elkhorns from the wilderness bill. The Forest Service management prescriptions will accomplish the same objective which the delegation seeks: *the area will be managed primarily for wildlife.*

An Alternative Proposal

If you insist on including a section on the Elkhorn Mountains in the final Montana wilderness bill, we hope you will give serious consideration to the alternative proposal that is attached to this statement. This proposal would:

1. Designate the Elkhorns as a special management area where wildlife will have top priority, but other compatible uses will be allowed.

2. Permit the cutting of timber where it will improve wildlife habitat or protect the area from insect damage, disease, or fire.

3. Establish an Elkhorns Wildlife Management Fund to provide a consistent source of funding for habitat maintenance and enhancement.

We have based this proposal on Sec. 9.(a) of H.R. 2090, as passed by the House of Representatives, but have expanded and improved it. We believe we have prepared a fair and workable compromise.

Senator MELCHER. Thank you.
Anthony Colter.

STATEMENT OF ANTHONY C. COLTER, SENIOR RESOURCE MANAGER, LOUISIANA-PACIFIC CORP.

Mr. COLTER. Mr. Chairman and members of the Subcommittee: My name is Anthony Colter and I work for the Louisiana-Pacific Corp. in Deer Lodge, MT. In addition to a sawmill in Deer Lodge, we have a particleboard plant in Missoula and several other sawmills in Idaho which depend on Montana timber resources.

We are very concerned with the wilderness recommendations made in H.R. 2090 and S. 1478 and the effect they will have on our operations as well as the communities we live in.

To specifically address the economic impact of one sawmill at Deer Lodge, we employ 105 people in the sawmill and another 150 in the woods as loggers, road builders, and contractors, with a total annual payroll of $7.5 million.

This represents about 13½ percent of our total employment. Approximately 500,000 acres in our normal operating area would be designated as additional wilderness under either bill.

Information provided to us by the Forest Service shows that 47 percent of this area is commercial forest land, capable of the sustained annual timber yield of 33.9 million board-feet per year.

Inclusion of excessive amounts of productive commercial forest land into the wilderness system could seriously limit the ability of the Forest Service to respond to the changing demand for forest products and decreasing private timber supplies.

The Deer Lodge forest, for example, has recognized the importance of maintaining most of the roadless areas in a nonwilderness further planning status. The final plan identified 140,000 acres which were not planned for development at this time, but which represent a future opportunity to harvest an additional 4.8 million board-feet per year through an amendment of the forest plan.

Because of the timber potential and other multiple use values, the Forest Service did not recommend wilderness for areas such as the Sapphires, Stony Mountain, Nevada Mountain, and Black Mountain. We feel with a very few important boundary adjustments and deletions to exclude the more critical commercial forest lands, a wilderness bill could be developed which the timber industry could support in Montana.

We have in fact offered these changes along with other possible wilderness opportunities to the Montana delegation. I would like to point out that we generally did not address other resources and values, such as mining, grazing, and recreation.

However, in the case of the Sapphires, Stony, and Quigg, the boundaries we are recommending also agree with those recommended by the Granite County Commissioners and the KEEP Committee. Their efforts did look at other resources and their economic importance to Granite County and the surrounding areas.

So we have a very strong local consensus on what we want included in the wilderness in Granite County. The boundary changes and wilderness opportunities the timber industry identified were not easy to develop. They still include significant timber resources in a time when our timber supply is very uncertain due to appeals of timber sales and forest plans.

In 1987 alone, 47 percent of the Deer Lodge National Forest timber sale program was withheld because of appeals or the threat of appeals. We are operating primarily off of existing timber sales under contract. Volume under contract for our mill in Deer Lodge has been declining the last 3 years at the rate of about 11 million board feet a year.

We currently have less than a year and a half under contract and we are seriously considering a curtailment and layoff yet this year for approximately one-third of our work force, depending on the outcome of the wilderness legislation, appeals, and further delays of the 1988 timber sale program.

We still do not believe that release language as drafted is adequate to solve the appeals problems and release the remaining lands not included as wilderness to multiple use management, as Congress originally intended. We hope that, if not a part of the Montana wilderness bill, Congress revisits the question of release language and the appeals problems very soon.

Thank you.

[The prepared statement of Mr. Colter follows:]

Louisiana-Pacific Corporation

P.O. Box 389
Deer Lodge, Montana 59722
406/846-1600

Statement of

Anthony C. Colter, Senior Resource Manager
Louisiana-Pacific Corporation, Deer Lodge, MT

Before the
Senate Committee on Energy and Natural Resources
Subcommittee on Public Lands, National Parks, and Forests
on
H.R. 2090 and S.1478
March 21 & 22, 1988
Washington, D.C.

Mr. Chairman and Members of the Subcommittee:

My name is Tony Colter. I am the Senior Resource Manager for Louisiana-Pacific Corporation in Deer Lodge, Montana. In addition to a sawmill in Deer Lodge, we have a particle board plant in Missoula and several other sawmills in Idaho which depend on Montana timber resources.

We are very concerned with the Wilderness recommendations made in H.R. 2090 and S.1478 and the affect they will have on our operations as well as the communities we live in.

To specifically address the economic impact of one sawmill: At Deer Lodge, we employ 105 people in the sawmill and another 150 in the woods as loggers, road builders, and contractors with a total annual payroll of $7,500,000. This represents 13% of Powell County's total employment. The property taxes paid by our sawmill facilities along with the Forest Service's 25% fund, amount to approximately 20% of Powell County's total budget.

Louisiana-Pacific's Deer Lodge sawmill relies on the Deerlodge, Helena, and Beaverhead National Forests for 65% of its resource requirements. Other lumber manufacturers relying on timber from these three Forests include E.H. Stoltze Land and Lumber, Pyramid Mountain Lumber, Sequoia Forest Industries, Champion International Corporation, Brand-S Corporation, Eagle Stud, and Longtree Timber. Stone Container and Louisiana-Pacific's particle board plant also rely partially on by-products produced from these sawmill operations.

The passage of either Wilderness Bill in combination with the current direction of the draft and Final Forest Plans, will cause several of these operations to shut down within 4 years.

We feel H.R. 2090 and S.1478 are particularly inequitable for the three sawmills who operate in the Deer Lodge Market Area. These mills include Louisiana-Pacific in Deer Lodge, Eagle Stud in Hall, and Longtree Timber in Drummond. Approximately 500,000 acres in our normal operating area would be designated as additional Wilderness (see attached list). Information provided to us by Region I of the U. S. Forest Service shows that 47% of this area is commercial forest land capable of a sustained annual timber yield of 33.9 MMbf/year. The proposed Electric Peak Wilderness Area alone, which is about 10 miles east of Deer Lodge, is 72% Commercial Forest Land with a sustained yield of 1.3 MMbf/yr.

Inclusion of excessive amounts of productive commercial forest land into the Wilderness system could seriously limit the ability of the Forest Service to respond to the changing demand for Forest Products.

The Deerlodge National Forest, for example, has recognized the importance of maintaining most of the roadless areas in a non-wilderness, further planning status. The Final Plan identifies 140,000 acres which are not planned for development at this time, but which "represent a future opportunity to harvest an additional 4.8 million board feet per year through an amendment of the Forest Plan."

Since these "opportunity lands" are interspersed with all tentatively suitable timberlands throughout the Forest, it is difficult to identify the acreages within specific Wilderness proposals. The Deerlodge National Forest Planning Staff has informed us that approximately 75% of tentatively suitable timberlands are the opportunity lands identified in the Forest Plan.

For example, the Forest Plan recognizes an additional 187,900 acres of tentatively suitable land, not planned for management under the current Forest Plan. 140,000 acres (74.5%) could be managed for timber production yielding 4.8 MMbf/yr. The remaining 47,900 acres would be managed for other uses which preclude timber production.

Many "opportunity lands" are included in the Wilderness proposals being considered now and will severely restrict the opportunity for the Forest Service to increase future harvest levels in response to shortages in other supply sources. A similar situation exists on the Helena and Beaverhead Forests.

Because of timber and other multiple use values, the Forest Service did not recommend Wilderness for areas such as Sapphires, Stony, Nevada Mountain, and Black Mountain.

We feel that with a few very important boundary adjustments and deletions to exclude the more critical commercial forest lands, a Wilderness Bill could be developed which the timber industry in Montana could accept. We have, in fact, offered these changes, along with other possible Wilderness opportunities to the Montana Delegation.

In the Deer Lodge Market Area alone, we have identified 320,308 acres of lesser importance to the timber industry, which could be added to the Wilderness system. (See attached boundary descriptions and maps)

In the Sapphires, Stony, and Quigg Complex, ommitting the higher concentrations of commercial forest lands still leaves 86,100 acres available for Wilderness consideration. I would like to point out that we generally did not address other resource uses and values such as mining, grazing and recreation. However, in the case of the Sapphires, Stony, and Quigg, the boundaries we are recommending also agree with those recommended by the Granite County Commissioners and KEEP Committee (Kommittee for the Environmental and Economic Protection of Granite County).

Their efforts did look at other resources and their economic importance to Granite County and the surrounding areas when developing those boundaries. So we have a very strong local consensus of what we want included in Wilderness in Granite County.

I would like to make a few specific comments concerning the Electric Peak, Black Mountain and Nevada Mountain Wilderness proposals. These areas total 48,480 acres on the Helena National Forest (H.R. 2090).

In light of the many other areas being proposed for Wilderness in our Market Area, we cannot support any Wilderness recommendations for these three areas. They are 71% tentatively suitable or commercial forest land with a potential contribution to the long term sustained yield of 3.3 MMbf/yr. Both Black Mountain and Nevada Mountain include lands scheduled for timber harvesting activities under the new Forest Plans. Approximately 300 Mbf of the proposed Black Mtn. Timber Sale would be affected by a Wilderness designation.

Nevada Mountain was never a part of any original bill introduced by Montana's delegation, but added as an afterthought by Representative Vinto from Minnesota.

The boundary changes and Wilderness opportunities the Timber Industry identified, were not easy to develop. They still include significant timber resources in a time when our timber supply is still very uncertain due to appeals of timber sales and forest plans.

In 1987 alone, 47% of the Deerlodge National Forest's timber sale program was withheld because of appeals or the threat of appeals. We are operating primarily off of existing timber sales under contract. Volume under contract for Louisiana-Pacific Corporation in Deer Lodge has been declining the last three years at the rate of approximately 11 MMbf/yr. We currently have less than 1½ years under contract, and we are seriously considering a curtailment and layoff yet this year of approximately 1/3 of our employees, depending on the outcome of the Wilderness legislation and appeals of the 1988 timber sales programs.

We still don't believe that "release" language, as drafted, is adequate to solve the appeals problems and release the remaining lands not included as Wilderness to multiple use management as Congress originally intended. We hope that, if not a part of a Montana Wilderness Bill, Congress revisits the question of release language and the appeals problems very soon.

I would also like to request that the committee members consider the fact that Montana already has 3.5 million acres of Wilderness. This is 20% of total National Forest Land in Montana. We don't need any more Wilderness at all. However, we are willing to accept some, to resolve the issues, and possibly to get some support for providing a more certain timber supply from the remaining lands.

Finally, we do recognize that this has been a very time-consuming and difficult process for the Montana Delegation, and we appreciate their efforts and the efforts of the Congressional committees and subcommittees attempting to resolve it.

Wilderness and Recreation Area Proposals
(Affecting Deer Lodge Area Mills)
(Acres)

Wilderness Areas	H.R. 2090 (Williams)	S. 1478 (Baucus)	Forest Service Recommendations	Industry Identified Wilderness Opportunities
Quigg	49,000	-	60,830	29,100
Stony Mountain	70,030	70,030	-	33,000
Sapphires	67,600	72,200	-	24,000
Anaconda Pintler Additions	32,080	32,480	12,493	12,493
East Pioneers	80,430	76,530	79,555	79,555
Flint Creek Range	39,900	38,800	-	35,600
Electric Peak	19,000	19,000	14,300	-
Black Mountain	8,480	8,480	-	-
Nevada Mountain	21,000	-	-	-
Clearwater Monture	65,560	65,560	65,560	65,560
Silver King	41,100	41,100	18,190	-
West Pioneers	-	73,520	-	-
Elkhorns	-	-	-	41,000
Totals:	494,180	497,700	250,928	320,308

National Recreation, Education, and Wildlife Areas				
Cottonwood Lake	8,600	-	-	-
Mount Helena	5,180	5,180	-	-
West Pioneers	169,818	96,298	-	-
Elkhorns	159,885	159,885	159,885	-
Totals:	343,483	261,363	159,885	-

Wilderness Area Comparisons

Sapphire - The maps we have provided show that northern and southern portions of the H.R. 2090 and of the S. 1478 proposals should be omitted because of extensive commercial forest land. S. 2790 (Melcher) closely approaches excluding these areas with the exception of the eastern half. An area approaching 24,000 acres excluding most of the commercial forest land, could be obtained by dropping this eastern portion and adding the area west of Congdon Peak, Fox Peak, and Signal Rock. This is essentially the KEEP Committee Proposal (Committee for the Economic and Environmental Protection of Granite County). None of the Sapphire roadless area was recommended for Wilderness by the Forest Service.

In testimony provided to the House Interior and Agriculture Subcommittee on H.R. 2090, Chief of the Forest Service Dale Robertson opposed the Sapphire Wilderness proposal. Specifically, he testified that "three areas in the northern portion of the area are important in providing a portion of the local economy's timber supply." Although H.R. 2090 has been modified by the Vinto Amentment to exclude these northern areas, a portion is still included in S. 1478.

The southern portion of H.R. 2090 and S. 1478, and the eastern half of S. 2790 all contain commercial forest land which has been identified in the Deerlodge Forest Plan as "resource opportunity" capable of producing timber on a sustained yield basis.

Stony - All three of the recent Wilderness proposals H.R. 2090, S. 1478, and S. 2790 included approximately the same area. Again, the Forest Service recommended none. The area is essentially divided in half, north to south, by the Granite County/Ravalli County line which is also a ridge between the Bitterroot and Rock Creek drainages. The area east of this ridge includes most of the commercial forest land and should be omitted from Wilderness consideration. Also, the area west of the Skalkaho Game Range and south of Burnt Fork Creek includes important commercial forest land on the Bitterroot side and should be omitted.

Quigg - Both H.R. 2090 and S. 2790 proposed the same area for Wilderness, approximately 49,000 acres. The Forest Service recommended more - 61,000 acres, and S. 1478 had none. The west half of this area has been identified as containing the majority of commercial forest land. The KEEP Committee's proposal divides the area with a line extending north along Hogback Ridge, down Avon Creek and Ranch Creek to the northern roadless area boundary.

Electric Peak - All three Wilderness proposals H.R. 2090, S. 1478, and S. 2790, included the same approximate area of 19,000 acres. The Forest Service recommendation is 14,300 acres. In light of the many other areas being proposed for Wilderness the local timber industry cannot support the Forest Service's or any other recommendation for Wilderness in this area. According to Forest Service figures, the entire area (72%) is interspersed with highly productive timber land capable of a long term sustained yield of 1.3 MMbf/yr. This area is also only 10 miles from Deer Lodge and represents one of the best opportunities for economical timber harvest operations.

This entire area should be omitted from Wilderness consideration.

Black Mountain - This 5,800 acre area has been introduced in both H.R. 2090 and S. 1478. Neither the Forest nor S. 2790 had a Wilderness recommendation there. This area is 72% commercial forest land and includes several units of the proposed Black Mountain Timber Sale (approximately 300 Mbf). The entire area should be excluded from Wilderness consideration.

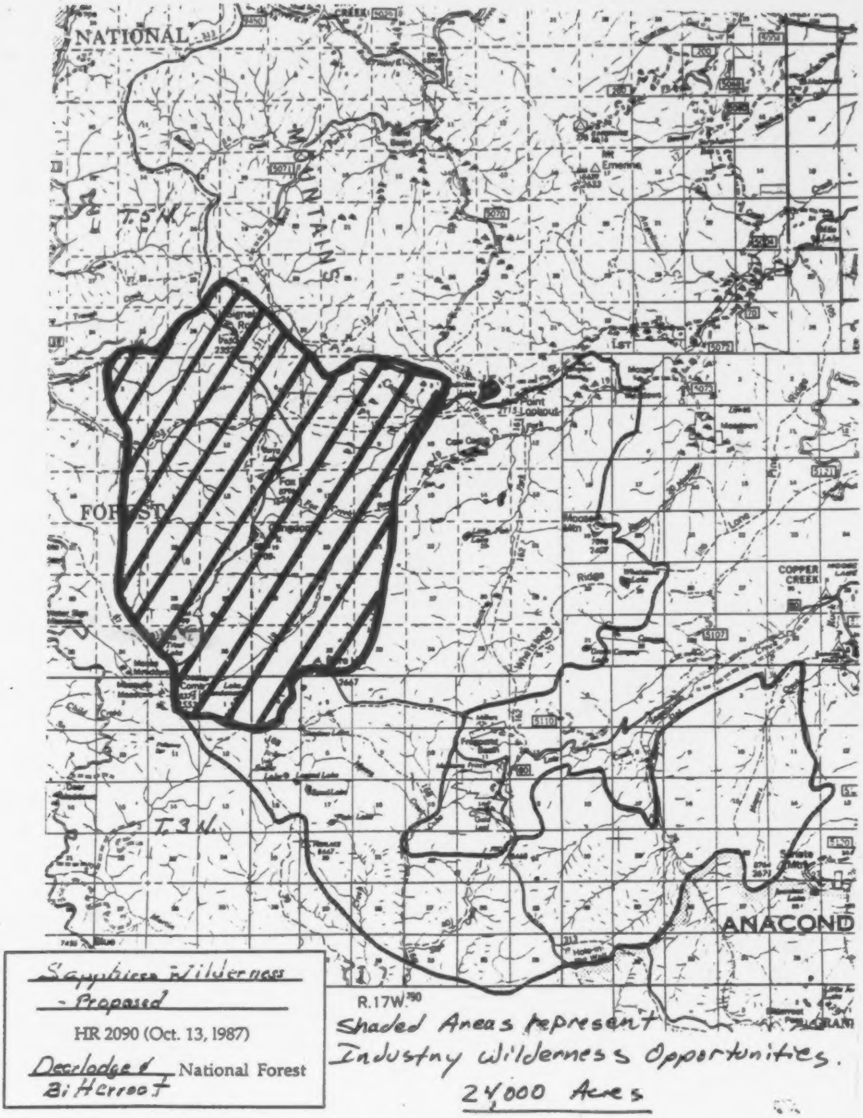
Sapphire Additions, Upper East Fork, North Big Hole - H.R. 2090, S. 1578, and S. 2790 are essentially the same - approximately 40,000 acres. The Forest Service recommended Storm Lake (5,800 acres) and a portion of the North Big Hole (6,571 acres) for a total of 12,371 acres. Most of the commercial forest land was omitted in the Forest Service proposals and so therefore, has always been supported by the local timber industry.

Flint Range - H.R. 2090, S. 1478, S. 2790 all recommend approximately 38,000 acres. The Forest Service recommends none. There is very little commercial forest land - only 9,457 acres.

Vinto Amendments - None of these areas were recommended by the Montana Delegation or the Forest Service. Approximately 39,100 acres are in the Deer Lodge Market Area of which the majority is commercial forest land and very important to the local timber industry.

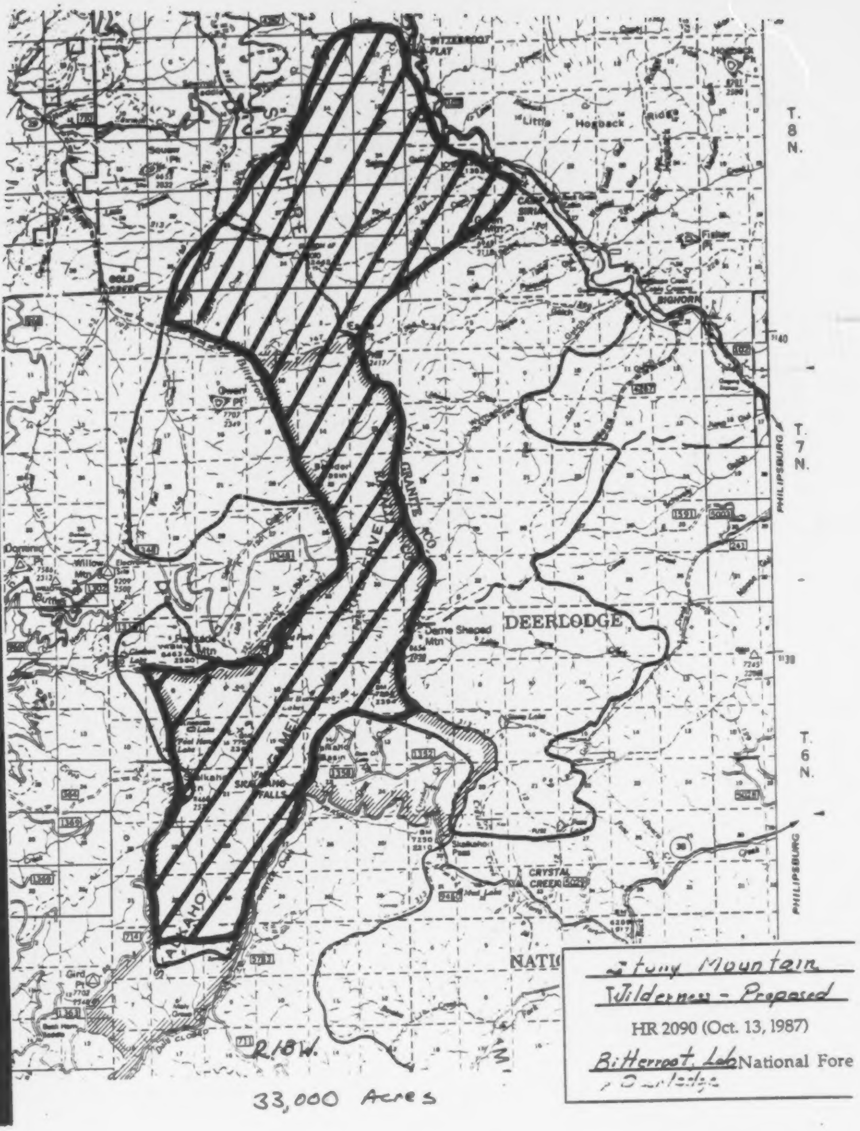
In addition to the tentatively suitable timberland approximately 7,600 acres additional suitable land base was included by the Vinto Amendments in the Black Mountain, Sapphires and Nevada Mountain.

National Recreation and Education Areas - The local timber industry cannot support congressionally mandated Recreation and Special Management Areas in the Deer Lodge Market Area. Most of these concerns have already been addressed and provided for through the Forest Planning process. In fact, the Elkhorns, Mount Helena, and Cottonwood Lake areas are all scheduled primarily for recreation and wildlife management under the Forest Plans.


NATIONAL
MOUNTAINS
T.5N.
FOREST
Point Lookout
COPPER CREEK
T.3N.
ANACOND
R.17W.

Sapphires Wilderness
- Proposed
HR 2090 (Oct. 13, 1987)
Deerlodge & Bitterroot National Forest

Shaded Areas represent
Industry Wilderness Opportunities.
24,000 Acres

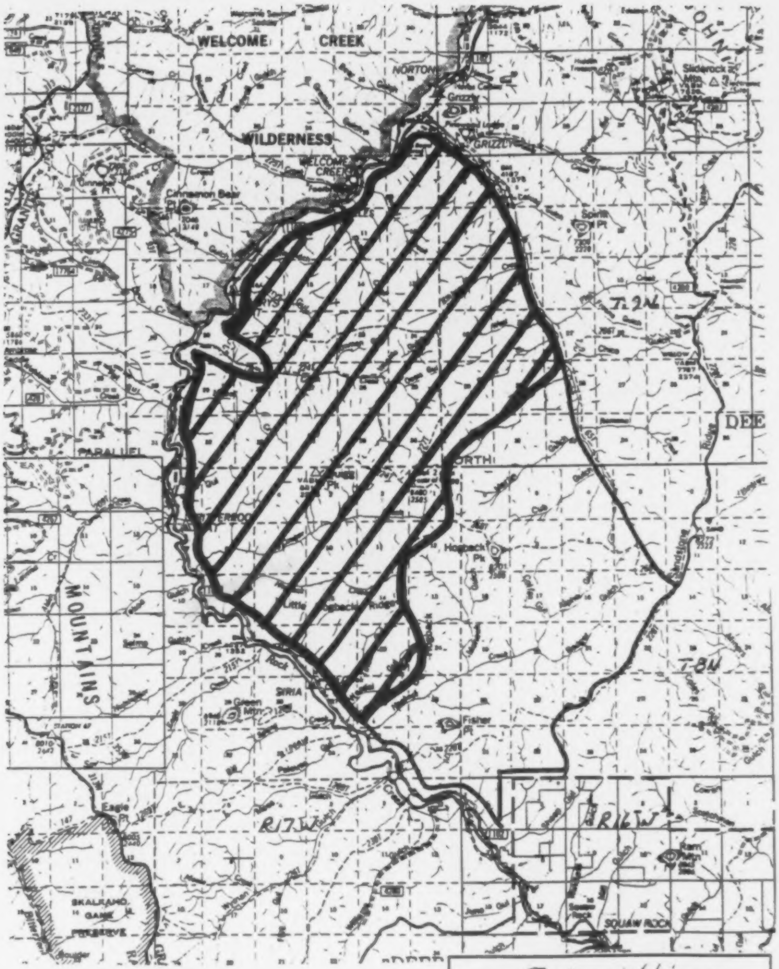

BITTERROOT FLAT
Little Hogback Ridge
T. 8 N.
BIGHORN
T. 7 N.
GRANITE
DEERLODGE
Dome Shaped Mtn
T. 6 N.
SKALKAHO FALLS
CRYSTAL CREEK
PHILIPSBURG
NATI
R.18W.

Stony Mountain Wilderness - Proposed

HR 2090 (Oct. 13, 1987)

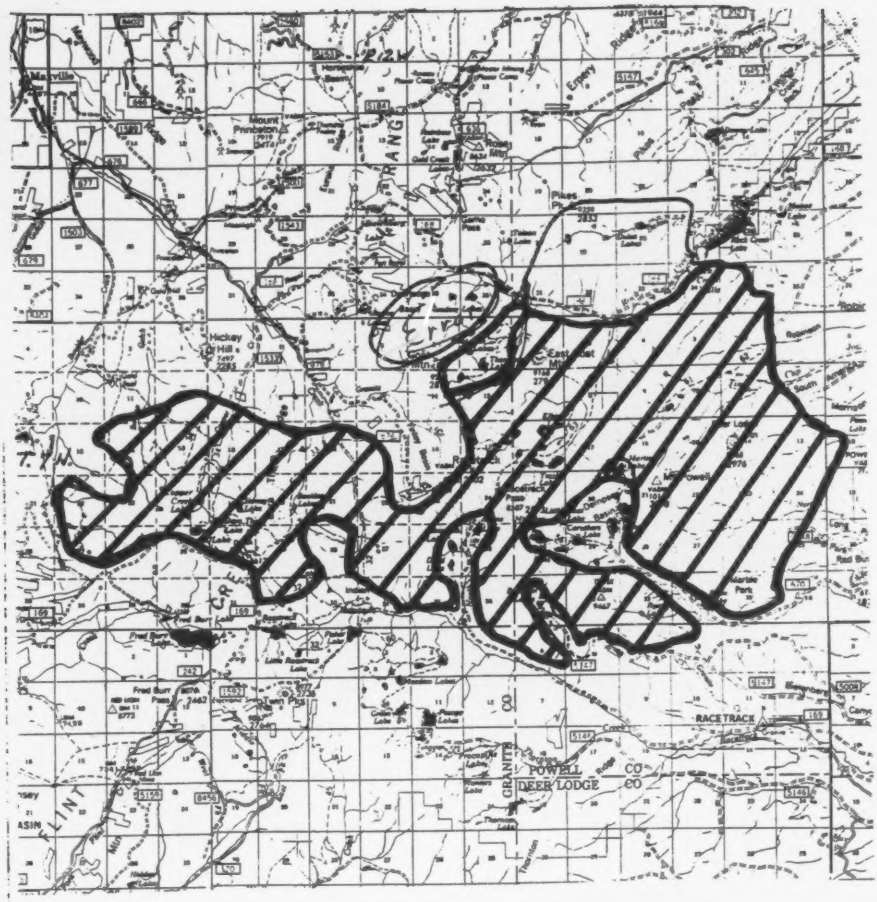
Bitterroot, Lolo National Fore
& Deerlodge

33,000 Acres


WELCOME CREEK
WILDERNESS
NORTON
Grizzly Pt
Sliderock Mtn.
Spink Pt
DEE
PARALLEL
Hogback Pt
MOUNTAINS
SIRIA
Green Mtn
Fisher Pt
R17W
R16W
Eagle Pt
SKALKAHO GAME PRESERVE
SQUAW ROCK

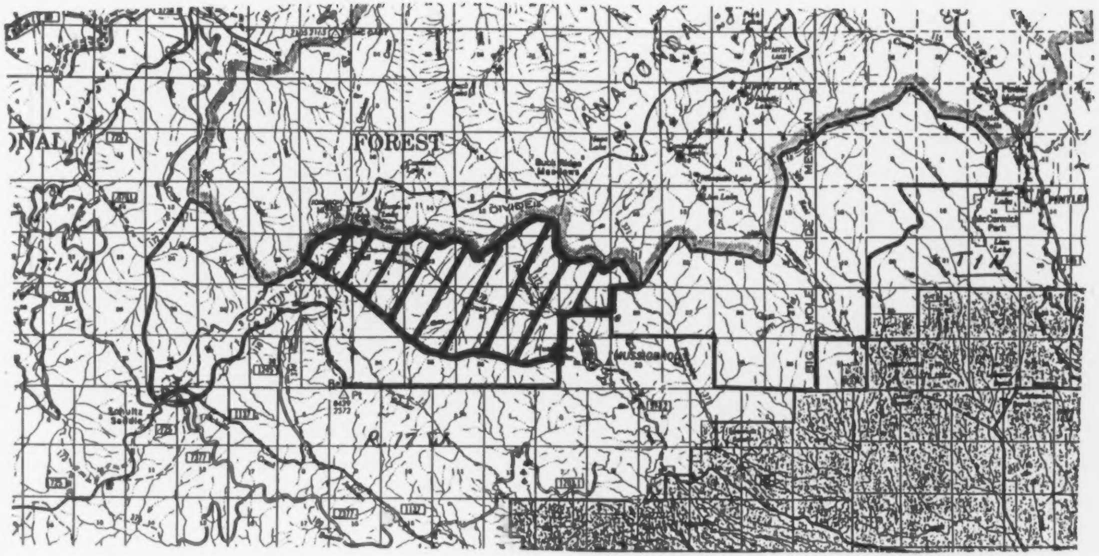
29,100 Acres

Quigg Wilderness
-Proposed
HR 2090 (Oct. 13, 1987)
Lolo National Forest


Maxville
Mount Princeton
RANGE
Hickey Hill
East Goat Mtn
T.4N.
Fred Burr Pass
Twin Pks
RACETRACK
GRANITE
POWELL
DEER LODGE
CO
CO
FLINT

35600 Acres

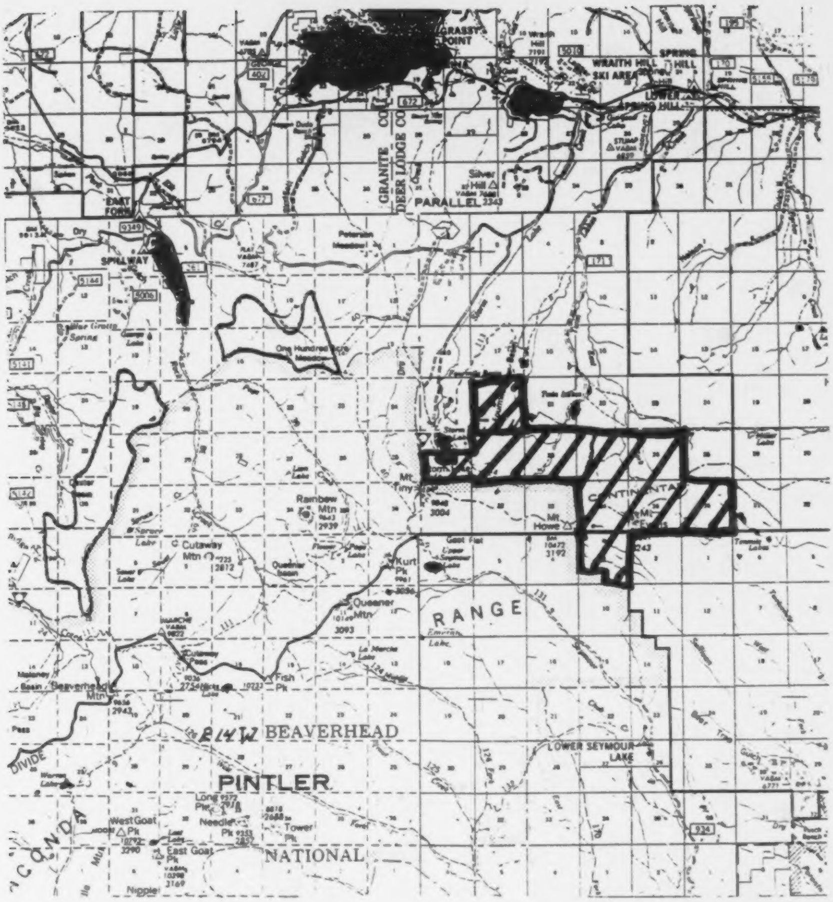
Flint Creek Range
Wilderness - Proposed
HR 2090 (Oct. 13, 1987)
Deerlodge National Forest


NAL
FOREST
ANACONDA
CONTINENTAL DIVIDE
BIG HOLE GUIDE MERIDIAN
T 1 N
T 1 N
R 17 W
Schultz Saddle
MUSSIGBROD
PINTLER
McCormick Park

12,493 Acres

Anaconda-Pintler Addition-
Proposed (No. Big Hole)
HR 2090 (Oct. 13, 1987)
Beaverhead & National Forest
Bitterroot

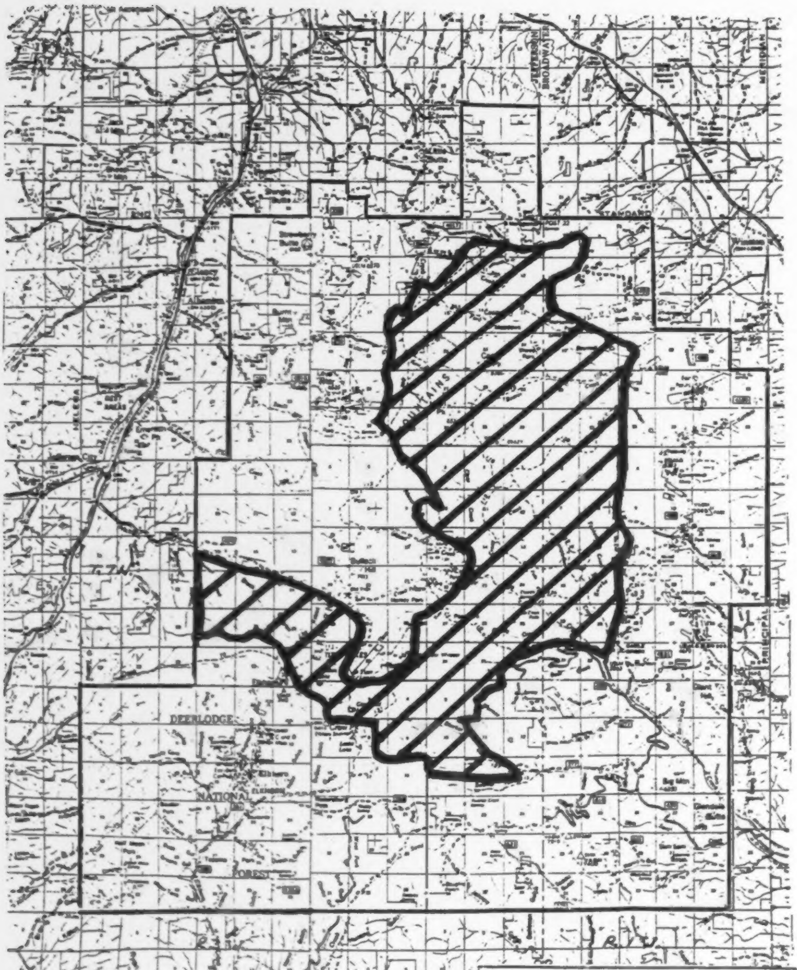
Sheet 1 of 3


GRASSY POINT
WRAITH HILL SKI AREA
SPRING HILL
LOWER SPRING HILL
GRANITE CO
DEER LODGE CO
Silver Hill
PARALLEL
EAST FORK
SPILLWAY
Peterson Meadow
One Hundred Acre Meadow
Mt Tiny
Rainbow Mtn
Cutaway Mtn
Queener Basin
Kurt Pk
Queener Mtn
Goat Flat
Upper Seymour Lake
Mt Howe
CONTINENTAL
RANGE
Emerine Lake
Fish Pk
Beaverhead Mtn
Cutaway Pass
BEAVERHEAD
PINTLER
LOWER SEYMOUR LAKE
West Goat Pk
East Goat Pk
Long Pk
Needle Pk
Tower Pk
Nipple
NATIONAL
DIVIDE
ANACONDA

Anaconda-Pintler Wilderness Addition- (Upper East Fork)
HR 2090 (Oct. 13, 1987)
Deerlodge National Forest

Anaconda-Pintler Addition
Proposed (Storm Lake)
HR 2090 (Oct. 13, 1987)
Deerlodge & Beaverhead National Forest

Sheet 2 of 2

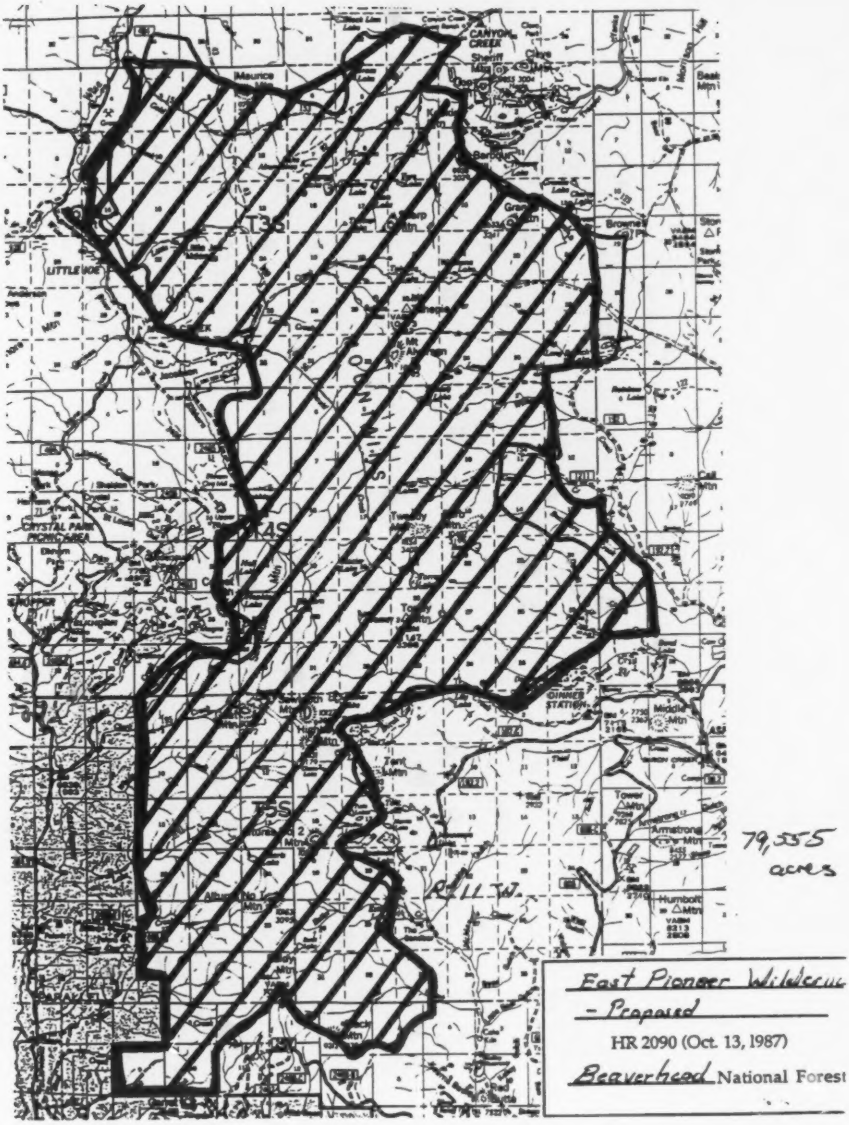

JEFFERSON
BROADWATER
MOUNTAINS
DEERLODGE
NATIONAL
FOREST
T.7N.

41,000 Acres

Elkhorns National Recreation and Wildlife Area

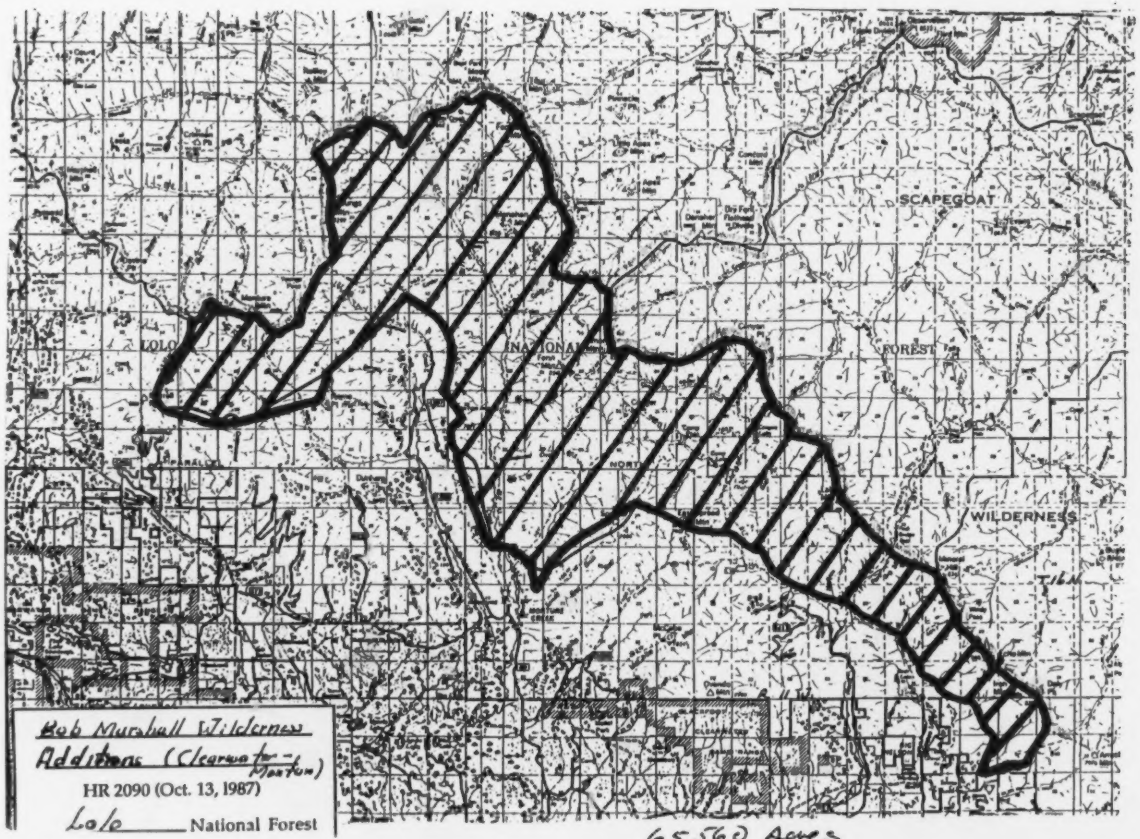
HR 2090 (Oct. 13, 1987)

Helena & Deerlodge National Forest


CANYON CREEK
Sheriff Mtn
Maurice
T3S
Green Mtn
Browne
LITTLE VOE
CRYSTAL PARK PICNIC AREA
T4S
DINNER STATION
Middle Mtn
Call Mtn
Tent Mtn
T5S
Tower Mtn
Armstrong Mtn
Humbolt Mtn
R.11 W.

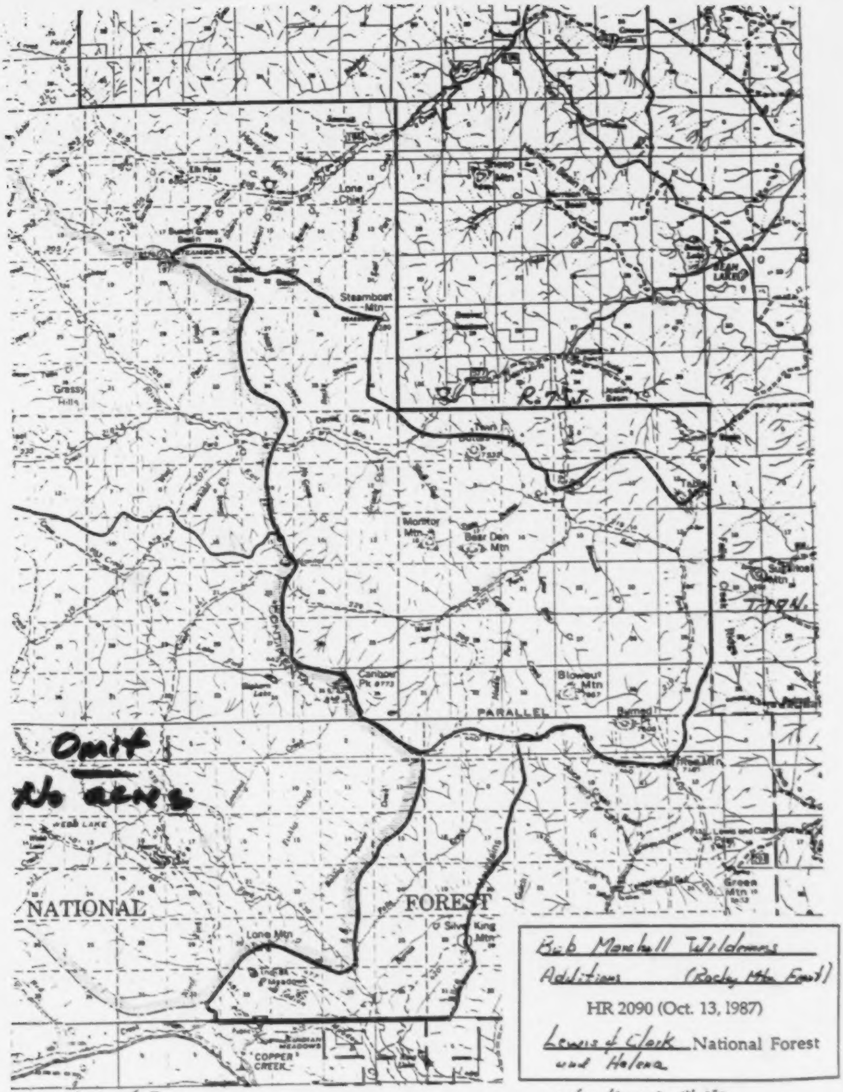
79,555 acres

East Pioneer Wildern
- Proposed
HR 2090 (Oct. 13, 1987)
Beaverhead National Forest


SCAPEGOAT
FOREST
WILDERNESS
LOLO
NATIONAL
T16N

Bob Marshall Wilderness Additions (Clearwater-Monture)
HR 2090 (Oct. 13, 1987)
Lolo National Forest

65,560 Acres


Elk Pass
Lone Chief
Steamboat Mtn
Grassy Hills
Sheep Mtn
Bean Lake
R.7 W.
Monitor Mtn
Bear Den Mtn
Caribou Pk 8773
Blowout Mtn
PARALLEL
Sugarloaf Mtn
T.19 N.
Webb Lake
Lone Mtn
Silver King Mtn
Indian Meadows
Copper Creek
Green Mtn
NATIONAL
FOREST
Omit
40 acres

Bob Marshall Wilderness Additions (Rocky Mtn Front)

HR 2090 (Oct. 13, 1987)

Lewis & Clark National Forest and Helena

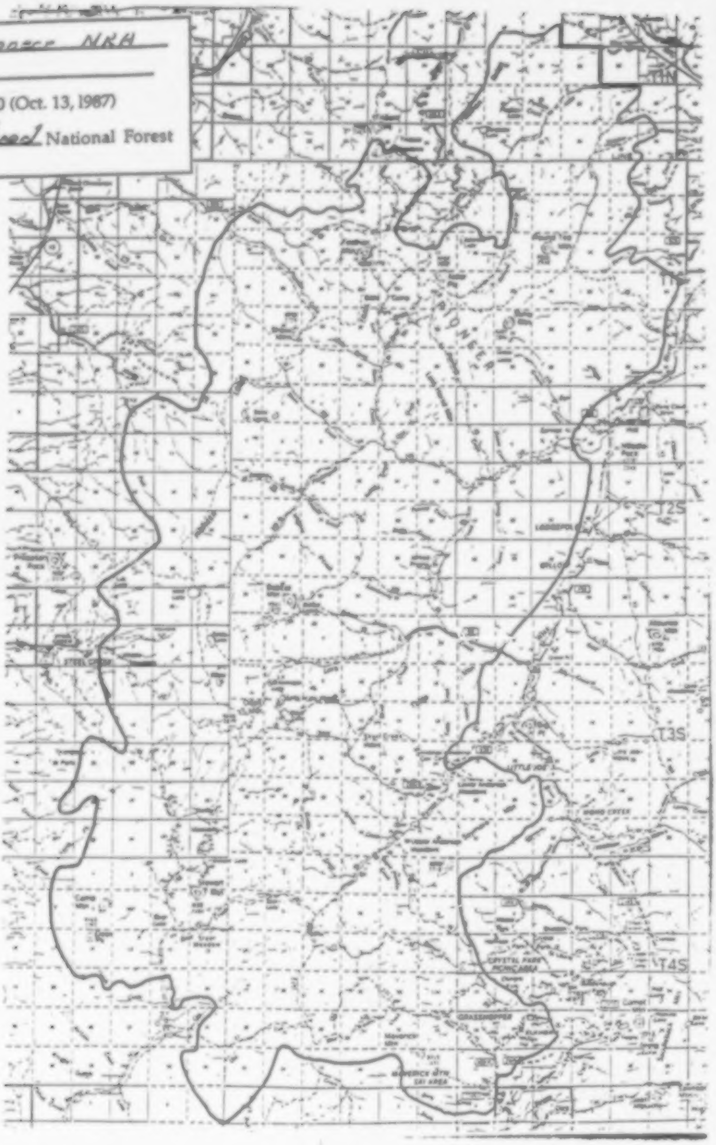
Sheet 8 of 9

Silver King-Falls Cr.

West Pioneer NRA

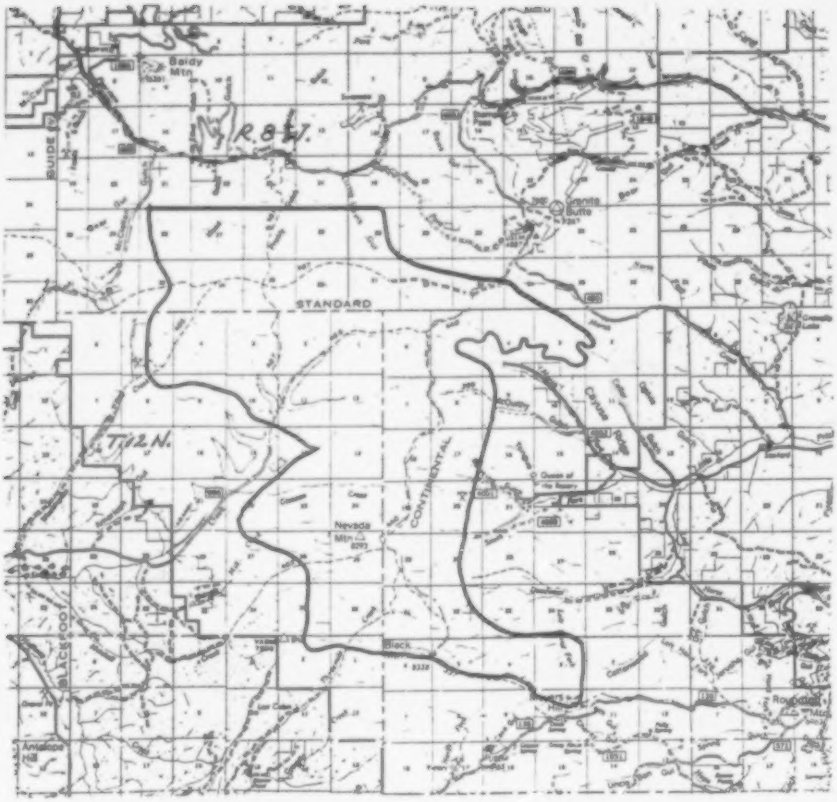
HR 2090 (Oct. 13, 1987)

Beaverhead National Forest


T1N
PIONEER
T2S
T3S
T4S
CRYSTAL PARK PICNIC AREA
GRASSHOPPER
MAVERICK MTN SKI AREA

Omit

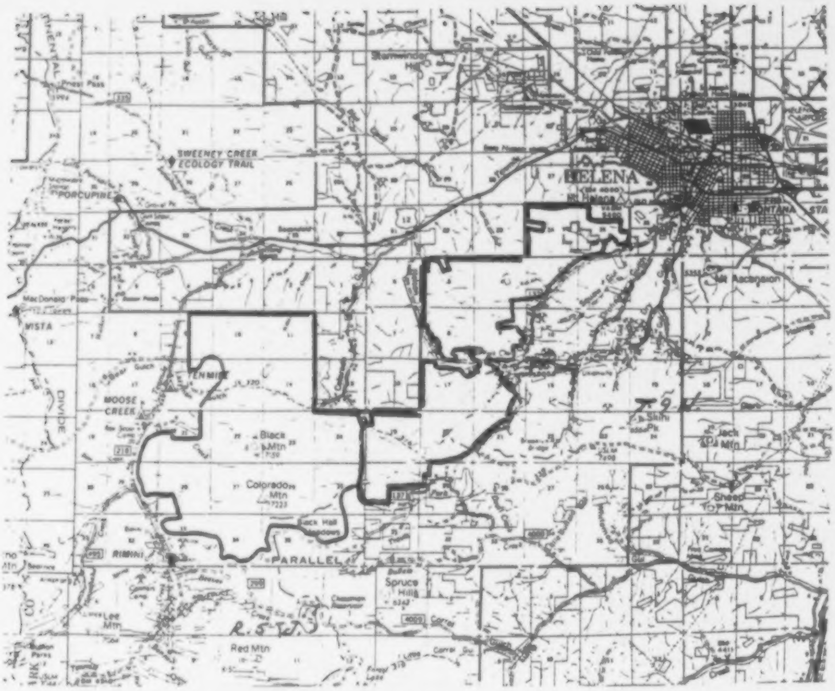
10 acres


Baldy Mtn
R.8 W.
GUIDE
Granite Butte
STANDARD
T.12 N.
CONTINENTAL
Nevada Mtn
Queen of the Rosary
Black
BLACKFOOT
Antelope Hill

omit

No acres

Nevada Mountain
Wilderness - Proposed
HR 2090 (Oct. 13, 1987)
Helena National Forest

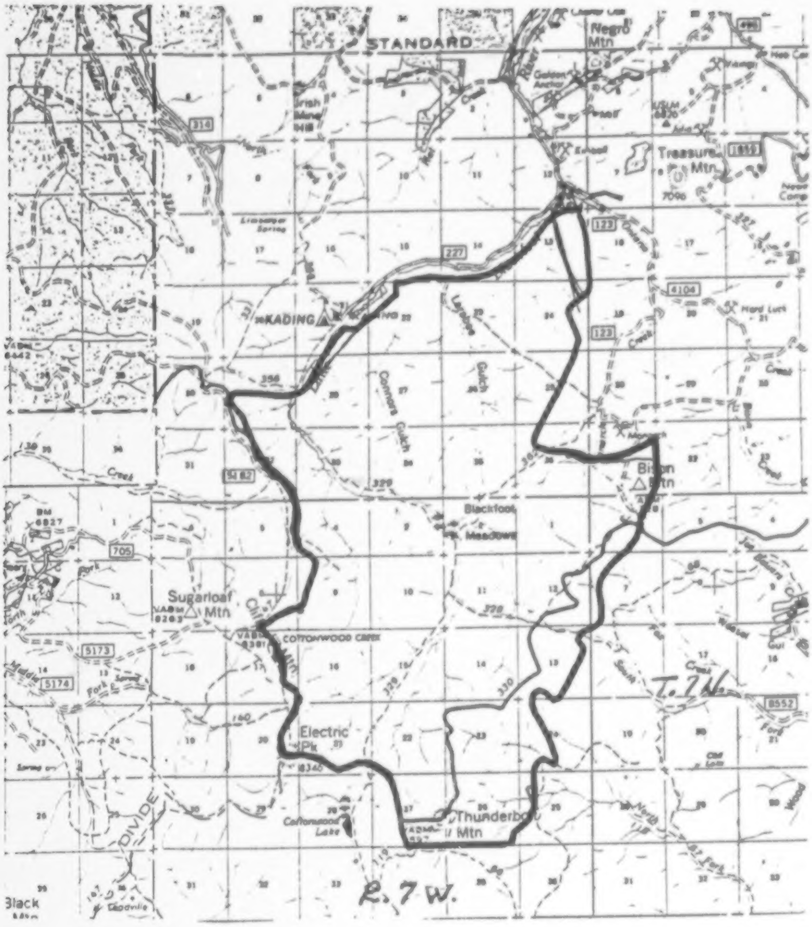

HELENA
SWEENEY CREEK ECOLOGY TRAIL
PORCUPINE
MacDonald Pass
VISTA
TENMILE
MOOSE CREEK
DIVIDE
Black Mtn
Colorado Mtn
RIMINI
PARALLEL
Spruce Hill
Lee Mtn
Red Mtn
Mt Ascension
Jack Mtn
Sheep Mtn
MONTANA
R. 5 W.

omit

No acres

Block Mtn. Wilderness
- Proposed
HR 2090 (Oct. 13, 1987)
Helena National Forest

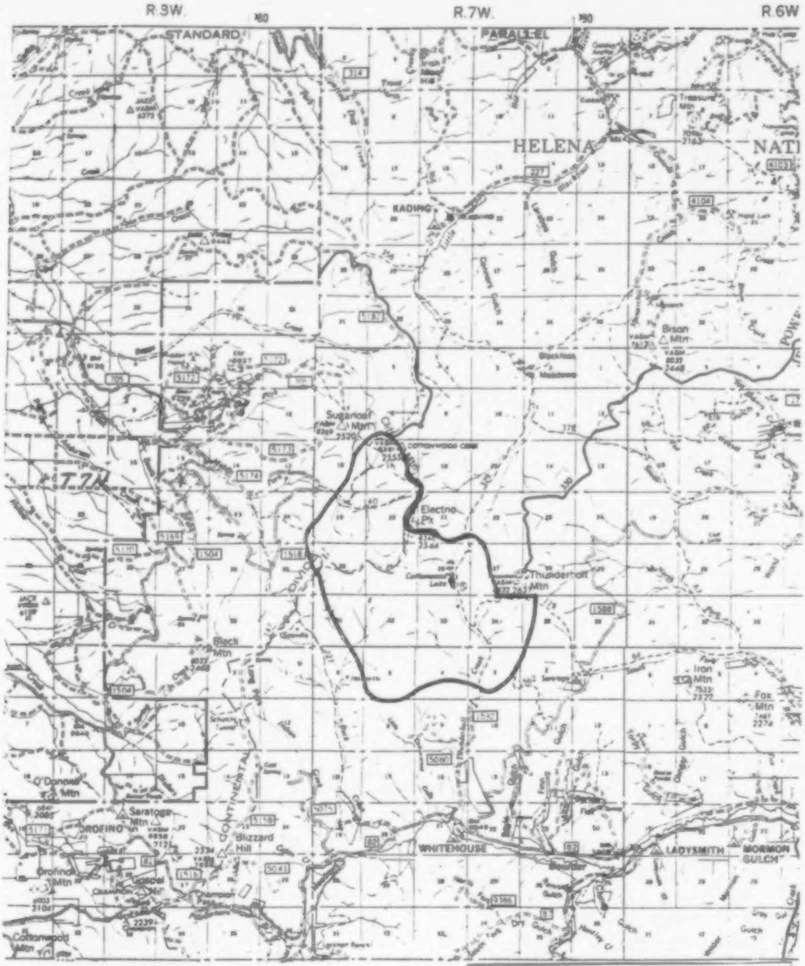
Mount Helena Education
and Recreation Area
HR 2090 (Oct. 13, 1987)
Helena National Forest


STANDARD
Negro Mtn
Irish Mine Hill
Treasure Mtn
7096
314
227
123
4104
1859
KADING
Connors Gulch
Blackfoot Meadows
Bison Mtn
Sugarloaf Mtn
COTTONWOOD CREEK
5162
705
5173
5174
8552
Electric Pk
Thunderbolt Mtn
Cottonwood Lake
DIVIDE
T. 7 N.
R. 7 W.
Black Mtn
Leadville

Omit

NO acres

Electric Peak
Wilderness - Proposed
HR 2090 (Oct. 13, 1987)
Deerlodge & Helena National Forest


R.8W.
R.7W.
R.6W
STANDARD
PARALLEL
HELENA
NATI
KADING
Treasure Mtn
Bison Mtn
Sugarloaf Mtn
Electric Pt
Thunderbolt Mtn
Cottonwood Lake
T.7N.
Black Mtn
Iron Mtn
Fox Mtn
O'Donnell Mtn
Saratoga Mtn
OROFINO
Orofino Mtn
Blizzard Hill
CONTINENTAL DIVIDE
Champion Pass
WHITEHOUSE
LADYSMITH
MORMON GULCH
Cottonwood Mtn
Dry Gulch

Omit
40 acres

Cottonwood Lake
NRA - Proposed
HR 2090 (Oct. 13, 1987)
Deerlodge National Forest

Senator MELCHER. Bill Crapser.

STATEMENT OF BILL CRAPSER, RESOURCE MANAGER, DARBY LUMBER, INC.

Mr. CRAPSER. Mr. Chairman, members of the committee: My name is Bill Crapser. I am the Resource Manager at Darby Lumber, Inc., in Darby, MT.

Counting employees and contractors, we directly employ 150 people. This makes us one of the largest private employers in Ravalli County. Between salaries, taxes, and suppliers, Darby Lumber injects approximately $10 million into the local economy yearly. This definitely has a significant impact on southwestern Montana.

Darby Lumber was formed in 1984 when the mill was put up for sale by Champion International. We have a deep commitment to the area and to the people we employ. However, if something does not change very quickly in the way our public land managers are allowed to do their jobs, our company will be out of business by the end of the year.

This will mean 150 more unemployed people in an area where jobs are extremely scarce and where unemployment is currently at 14.6 percent.

To bring about the changes that we need to survive, we feel that it is extremely important to settle the wilderness question once and for all. However, this alone will not solve anything until the flagrant misuse of the appeals system is brought under control.

A wilderness bill without sufficient release language does nothing to prevent the roadless area question from being the central theme of appeals in the future. At the present, appeals are being misused for the primary purpose of putting mills out of business.

In our operating circle alone, there is 28 million board-feet of timber being held up on appeals. This is enough wood to supply our mill for a full year. These appeals drag on far past the Forest Service's self-imposed time limits, and the combination of the appeals themselves and the failure of the Forest Service to act in a professional and timely manner has made a complete travesty of the system.

In an effort to settle the wilderness issue, the industry representatives from most of the mills in Montana have spent tremendous time and effort preparing a compromise proposal. This proposal was developed using forest plan suitability maps and our knowledge of the areas.

The areas that Darby Lumber is most concerned in are Quigg, Stony Mountain, Sapphire, the Anaconda-Pintlar Big Hole Addition, and the West Bighole. An area comparison of these areas is attached to my statement.

For the most part, these areas consist of stands of lopdgepole pine between 90 and 150 years old. Most of these mature lodgepole stands are heavily mistletoed and are on the decline. If some of these stands are not managed soon, the potential for wildfire and/or insect infestation is tremendous.

These areas should be managed for the good of the land, instead of being locked up to await a natural disaster.

We feel that this compromise is fair to all parties and that any larger areas than these would not be in the best interest of the people of Montana.

While it is true that in these areas as proposed by H.R. 2090 and S. 1478 there is no programmed timber sales, it is also true that there is a large area that is in the suitable land base or timber.

A reduction in this acreage would automatically reduce the ASQ, whether or not the area is programmed for harvest. It is also true that including these nonwilderness lands into wilderness forever removes them from beneficial management of any kind and fosters the attitude that what is good for a privileged few is good for the land and for everyone else.

In conclusion, I strongly urge you to adopt the timber industry's compromise proposal and further urge you either to include definitive release language in the bill or to attack the appeal problem posthaste. My livelihood and the livelihood of hundreds of my fellow Montanans depend on you acting responsibly and quickly on these issues.

Thank you.

[The attachments to the prepared statement of Mr. Crapser follow:]

TABLE 1

ACTIVE TIMBER SALE, APPEALS
MONTANA NATIONAL FOREST

FOREST	SALE	APPEAL NUMBER	VOLUME NUMBER	YEAR	SALE APPELLANT	ISSUES
Beaverhead	Andrus	117	6.0	88	Am. Wilderness Alliance	Recreation/Wildlife
		118			Skyline Sportsmen,Anacanda	Hunting, Fishing
		78			Sportsmen MT. Wildlife Fed. Big Hole Ranchers	Recreation, Water Quality
	Drystone	113	5.2	88	Madison, Gallatin Alliance	Recreation, Wildlife
		115			Montana Wildlife Federation	Hunt, Fish, Camping
	Elkhorn	100	3.2	87	Wise River Sportsmen	Elk, Habitat, Roads
		103			Skyline Sportsmen	Recreation, Wildlife
	Doolittle		7.0	87	Big Hole Ranchers	Roadless Area
	East Tie		.5	87	American Wilderness	Alliance Recreation, Wildlife
	Adson (Ranger Sale)	102	1.9		Wise River Sportsmen	Elk, Roads, Recreation
	Swamp (Ranger Sale)	101	.5		Wise River Sportsmen	Elk, Roads, Recreation
Bitterroot	Laridan Gul(86)		6.6	86	Don Funsch, Jerry Nichols	Elk, Water
	Tolan Creek		5.9	85	National Wildlife Federation	Fish, Elk
	Willow Butte		2.4	85	Jerry Nichols	Elk, Roadless Area
Flathead	Lost Silver		13.0	87	Swan View Coalition (Plan Appeal Stay)	Roadless Area
	Akinkoka		8.7mm	85	Greg Ouelette (Plan Appeal Stay)	Roadless/Fish
	Battery Mtn	91	11.1	—	Swan View Coalition	Recreation, Wildlife
	Moore Blowdown	110	.5	87	Friends of Wild Swan	

TABLE 1

ACTIVE APPEALS

FOREST	SALE	APP	VOL	SALE YEAR	APPELLANT	ISSUES
Gallatin	Tie Creek	31	3.7	83	Jim Goetz	Roadless Area
	Ibex	28	6.4	84	Yellowston Gp, Sierra Club	Roadless Area
	Fisher Cr.		2.5	86	American Wildlife Alliance	Roadless Area
	Sourdough 119		3.4	87	Madison, Gallatin Alliance Madison Wildlife Association	National Recreation Area Roadless Area
Helena	Wasson	27	4.5	84	Philip Hanault	Roadless Area
	Atlanta Mule		2.4	87	Montana Wilderness Assoc.	Roadless Area
	Treasure Mtn	111	6.2	87	Helena Forest Conservation Coalition	Water, Fish, Wilderness
Kootenai	Hope/Small Fry	18	3.3	85	Cedron Jones, Jim Elliot	Economics
Lewis/Clark	Places snow		5.7	86 }	stayed through Glacier Two	Roadless Area
	Lower Sage		.7	86 }	plan appeal	Roadless Area
	Target Rock		1.6	86		
	Central Park	64	2.5	88	American Wilderness Alliance	Recreation, Wildlife
	Smith Flat	107	2.8	87	American Wilderness Alliance	Recreation, Wildlife
Lolo	Tucker Gulch		4.0mm	82	John Henson	Roadless Area
TOTAL			122.2			

	FOREST SERVICE	WILLIAMS HR 2090	VENTO	BAUCUS S1478	MELCHER S2790	INDUSTRY COMPROMISE OPPORTUNITY 2/88
QUIGG	60,830	49,000	49,000	-	49,000	29,100
STONEY MOUNTAIN	-	74,180	70,030	70,030	74,180	33,000
SAPPHIRE	-	61,900	67,600	72,200	30,000	24,000
ANACONDA, PIT. ADD. (N. BIGHOLE)	12,493	37,800	32,080	32,480	42,109	12,493
WEST BIGHOLE	55,199	124,777^{S}	124,777^{S}	124,777^{S}	124,777^{S}	55,199
BLUE JOINT	28,500	28,500	28,500	(S.393)	28,500	28,500
SELWAY-BITTEROOT	48,900	55,630	55,630	55,630	48,900	48,900

S - Water Study - Acreages not included in totals

Senator MELCHER. Thank you.
Mark Simonich.

STATEMENT OF MARK A. SIMONICH, FORESTER, F.H. STOLTZE LAND AND LUMBER CO.

Mr. SIMONICH. Senator Melcher, Senator Baucus: My name is Mark Simonich. I am a forester for the F.H. Stoltze Land and Lumber Co.

Stoltze is primarily a family-owned company operating three sawmills in Montana. They are located in Dillon, Darby, and Columbia Falls. We process approximately 90 million board-feet of timber each year and we are substantially dependent upon Federal timber for our timber supply.

Our mill in Dillon is in immediate danger of having to shut down. We now have only a nine months supply of timber under contract and very little prospect for purchasing enough timber this year to allow our mill to continue operating.

We oppose the wilderness bills now before Congress because they tie up a lot of commercial timberland, removing it from production and affecting valuable jobs in the local communities.

I will address four specific roadless areas that we are concerned about: West Pioneers-Beaverhead Forest. This area is planned to be managed for semiprimitive and primitive recreation in the forest plan. The Forest Service did not recommend any of this area for wilderness.

We believe it should be released from consideration for wilderness and national recreation area and be managed so as to achieve its full timber production potential. This area includes 133,886 acres of tentatively suitable timberland, with a standing volume of 755 million board-feet. If managed for timber, it could produce 13 million board-feet annually.

The Beaverhead Forest estimates that current dispersed recreation use is approximately 305,000 RVD's per year. Demand is expected to increase over the next 50 years to 439,000 RVD's.

They also estimate the supply potential for dispersed recreation to be 1,780,000 RVD's per year. This means that the supply is four times greater than the demand anticipated over the next 50 years.

The converse of this is that our mill needs 26 million board-feet of timber per year in order to operate, and the Beaverhead Forest is only willing to sell 17.3 million board-feet. Needless to say, there is a much larger demand for timber than the current supply, and any possible harvest from the West Pioneers could help solve our supply crisis. The West Pioneers must be released.

West Big Hole Beaverhead Forest. The Forest Service has recommended 55,000 acres of this area for wilderness. We concur with that recommendation. The proposals currently before this committee for a 5-year watershed study only delay resolving the roadless question in the West Big Hole. Designating 55,000 acres of wilderness in the West Big Hole would then release approximately 70,000 acres of suitable timberland.

This timber is currently part of the proposed annual timber harvest on the forest. To put this area into study could further exacerbate the timber supply crisis.

North Big Hole Beaverhead Forest. The Forest Service has recommended 6571 acres for wilderness in the North Big Hole. We concur with that recommendation.

The lands in the larger proposals now before the Committee have no significant wilderness attributes and should not be designated wilderness simply for the sake of increasing the acreage.

Now I will move on to the Flathead. North Fork. Specifically, I would like to address the Thompson-Seton portion. The Forest Service does not recommend any of this for wilderness. We concur with their recommendation. Thompson-Seton contains 18,590 acres of tentatively suitable timberland, with a standing volume of 126 million board-feet.

A large portion of the Thompson-Seton has been burned over during the past 60 to 80 years. Consequently, a lot of the area does not presently contain merchantable saw timber. The area is highly productive and should remain available to be included in the timber base at some future date.

Thank you.

[The prepared statement of Mr. Simonich follows:]

STATEMENT FOR THE RECORD

of

Mark A. Simonich
Forester

F. H. STOLTZE LAND AND LUMBER CO.
Columbia Falls, Montana

on

H. R. 2090 and S. 1478
Montana Wilderness Proposals

Before the
Subcommittee on Public Lands
Committee on Energy and Natural Resources

of the
UNITED STATES SENATE
March 22, 1988

F. H. STOLTZE LAND & LUMBER CO.

Lumber Manufacturers
Box 1429 COLUMBIA FALLS, MONTANA 59912

Mr. Chairman and Members of the Committee:

My name is Mark Simonich. I am a Forester for the F. H. Stoltze Land and Lumber Company. Stoltze is primarily a family owned company with three lumber manufacturing plants in Montana. Our three sawmills are located in Dillon, Darby and Columbia Falls. Collectively we purchase, harvest and process approximately 90 million board feet of timber annually. We are substantially dependent upon federal lands for our supply of timber. I will limit my testimony to five roadless areas, three of which are on the Beaverhead National Forest and two on the Flathead National Forest.

Our mill in Dillon, which is located roughly in the center of the Beaverhead Forest, is in immediate danger of having to shut down. We now have only a nine month supply of timber under contract and very little prospect for purchasing enough timber this year to allow our mill to continue operating. Our concern about proposals now before congress is that they tie up a lot of commercial timberland that could be put into production and keep valuable jobs in the local communities.

I would like to address those specific roadless areas we are concerned about.

WEST PIONEERS - Beaverhead National Forest

This area was planned to be managed for semi-primitive and primitive recreation in the forest plan. The Forest Service did not recommend any of the area for wilderness. We believe it should be released from consideration for wilderness and/or National Recreation Area and be managed so as to achieve its full timber production potential. This area includes 133,886 acres of tentatively suitable timberlands with a standing volume of 755 million board feet. If managed for timber it could produce 13 million board feet annually. The Beaverhead Forest estimates that current dispersed recreation use (1980 RIM data) is approximately 304,800 RVD's per year. Demand is expected to increase over the next fifty years to 438,700 RVD's. They also estimate the supply potential for dispersed recreation to be 1,780,000 RVD's/year. This means that the supply is four times greater than the demand anticipated over the next 50 years. The converse of this is that our mill needs 26 million board feet per year in order to operate and the Beaverhead Forest is only willing to sell 17.3 mmbf. Needless to say, there is a much larger demand for timber than the current supply and the possible harvest of 13 mmbf from the West Pioneers could help solve our supply crisis. The West Pioneers must be released.

WEST BIG HOLE - Beaverhead National Forest

The Forest Service has recommended 55,000 acres of this area for wilderness designation. We concur with that recommendation. The proposals currently before this committee for a five year watershed study only seek to delay resolving the roadless question in the West Big Hole. There is absolutely no scientific evidence that points to the need for a study to be done. On the other hand a thorough study has been done on the merits of this area for inclusion in the wilderness system, and the recommendations from that study should be acted upon. Designating 55,000 acres of wilderness in the West Big Hole would then release approximately 70,000 acres of suitable timberland to be managed according to the forest plan. This timber is currently part of the proposed annual timber harvest on the forest. To put this area into a study could further exacerbate the timber supply crisis.

NORTH BIG HOLE - Beaverhead National Forest

The Forest Service has recommended 6571 acres for wilderness in the North Big Hole. We concur with that recommendation. Larger proposals for the North Big Hole are symptomatic of the "Boundary Creep" problem we face with many wilderness areas in Montana. These lands have no significant wilderness attributes and should not be designated wilderness simply for the sake of increasing the acreage.

Now I will move on to the Flathead proposals.

NORTH FORK - Flathead National Forest

Specifically I would like to address the Thompson-Seton portion. The Forest Service has not recommended any of this for wilderness. We concur with their recommendation. At this time they are planning to manage this area for Grizzly Bear habitat. Wilderness designation would severely restrict any efforts to manage the habitat and would certainly restrict access for management. The Thompson-Seton area contains 18,990 acres of tentatively suitable timber land, with a standing volume of 126 million board feet. A large portion of the Thompson-Seton has been burned over during the past 60 - 80 years. Consequently a lot of the area does not presently contain merchantable sawtimber. The area is highly productive and should remain available to be included in the timber base at some future date.

SWAN CREST/SWAN FRONT - Flathead National Forest

The portion of this area that I am specifically concerned about is the stretch from Spring Slide Mountain to Inspiration Point. We believe it is absolutely imperative that this area be released from any wilderness designation and be left open to provide a possible corridor for the future. There are several places in this stretch where the roads approach from both the east and west sides of the crest. In one place near Inspiration Pass existing roads come within 1½ miles of each other. Leaving this stretch open for a corridor could vastly improve access to both the Bob Marshall and the Swan Front. A road connecting the Swan into the South Fork of the Flathead would make a beautiful drive and possibly reduce traffic on the road along Hungry Horse Reservoir to Spotted Bear. Leaving this corridor open would only help recreation, not hurt it.

Thank you for your time.

Senator MELCHER. Robert Lamley.

STATEMENT OF ROBERT E. LAMLEY, MISSOULA AREA OPERATIONS MANAGER, CHAMPION INTERNATIONAL CORP.

Mr. LAMLEY. Senator Melcher, Senator Baucus: I am Robert Lamley, Missoula Area Operations Manager for Champion International Corp.

In the Libby area Champion operates a sawmill, stud mill, and a plywood plant in one complex. In the Missoula area, they operate a very large plywood plant, sawmill, and stud mill.

Due to the lack of ponderosa pine saw logs that are used at the Bonner sawmill, it is being remodeled into a high tech small log mill at a cost of $13 million. This is currently under operation.

The total logs required for these facilities is 385 million board feet annually, and approximately 155 million board feet is needed to be purchased from sources other than our own land, primarily the U.S. Forest Service in region one.

Champion directly employs 1,730 people in these operations, plus approximately 700 loggers are employed with logging contractors. The annual payroll for these workers is approximately $47 million.

Champion supports the forest industry's proposal for approximately 957,000 acres that can be considered for wilderness designation, and the proposed Cabinet wilderness addition, the Scotchman's Peak areas, will not greatly affect the Libby operation.

However, the Trout Creek and Cube Mountain-Silcox areas proposed by Senator Baucus would have an effect on future timber supplies. Several timber sales that were proposed in the Cube Mountain-Silcox area were put on hold. Neither of these areas are included in Representative Williams' proposed bill or the U.S. Forest Service plan. Champion opposes these areas for wilderness designation.

In the Missoula area, the Selway-Bitterroot wilderness additions, Clearwater-Monture, and the forest industry's proposed Quigg wilderness areas will not have a great impact on Champion's timber supply.

However, we are concerned over the addition of the Great Burn area. It includes many acres of merchantable timber in pole-sized stands. If the boundary was adjusted on the north and east side to exclude these stands, it would be acceptable.

The Nevada Mountain area was added to Representative Williams' original bill. This area was not in the U.S. Forest Service plans for wilderness and Champion opposes this area for addition.

Champion is more concerned about the 4 million acres that are being released than they are about the roadless areas being proposed for wilderness. Approximately 3 million acres prescribed roadless in these forest plans during the planning period, they must be considered for wilderness during the next period, which will cause another battle for their future status.

The remaining 1 million acres released are still subject to appeals which may prevent road building and timber harvesting from one to several years. The current Representative Williams and Senator Baucus' wilderness bills do not address these problems.

Therefore, it creates only approximately 1.3 million acres of wilderness and 700,000 acres of special management and study areas. As stated above, some of the wilderness proposal will not affect Champion's timber supply directly in the working circles, but will cause competition for timber sales on the fringes of these areas.

I am a member of the Back Country Horsemen of Missoula. I enjoy riding horses in the back country. I believe in the wilderness concept and enjoy these areas. However, I do not believe that because an area is roadless it should be wilderness.

Each area should stand on its own merit as to its future classification.

In addition, Mr. Chairman, I would like to submit a statement from Gary Kramer, the resource manager for W.I. Forest Products in Thompson Falls. They are located near the Cow Creek-Silcox areas and they too are concerned over these areas going into wilderness, and I submit their statement.[1]

Thank you for allowing me to testify.

[The prepared statement of Mr. Lamley follows:]

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[1] Retained in subcommittee files.

STATEMENT OF

OF

CHAMPION INTERNATIONAL CORPORATION

P. O. BOX 5236

MISSOULA, MONTANA 59806

BEFORE THE

SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS

ON

HR-2090 and S-1478

March 21 & 22, 1988

Forest Products
P.O. Box 5236
Missoula, Montana 59806
406 258-5511

Champion
Champion International Corporation

March 21, 1988

Mr. Chairman and members of the Committee:

I am Robert E. Lamley, Missoula Area Operations Manager for Champion International Corporation. I submit this testimony relative to bills HR-2090 and S-1478, introducing wilderness designation for the State of Montana.

Champion International Corporation owns 880 thousand acres of timberlands in western Montana and have milling operations in the Missoula and Libby areas of western Montana.

In the Libby area Champion operate a sawmill, studmill and plywood plant in one complex. These mills require 185 million board feet of logs annually and employs 670 people.

In the Missoula Area, Champion operates a very large plywood plant, sawmill and studmill requiring 200 million board feet of logs annually and employs 1,060 people. Due to the lack of ponderosa pine sawlogs the Bonner sawmill is being remodeled into a high-technical, small-log mill at a cost of 13 million dollars.

The total logs required is 385 million board feet annually. Approximately 60% will be harvested from Champion's land and 40% is needed to be purchased from other sources, primarily U. S. Forest Service in Region One.

Champion supports the Forestry Industry proposal of approximately 957 thousand acres that can be considered for wilderness designation.

The proposed Cabinet Wilderness Addition and Scotchman Peak areas will not greatly affect Champion's Libby Operation. However, the Trout Creek and Cube Mountain/Silcox areas proposed by Baucus would have an effect on future timber supplies. Several timber sales that were proposed in the Cube Mountain/Silcox area were put on hold. Neither of these areas are included in Williams' proposed bill or USFS plans.

In the Missoula area, of the areas proposed for wilderness, the Selway-Bitterroot Wilderness Additions, Clearwater-Monture, and Quigg Wilderness, will not have a great impact on Champion's timber supply. However, we are concerned over the addition of the Great Burn area. It includes many acres of merchantable timber and pole-size stands. If the boundary was adjusted on the north and east side to exclude these stands, it would be acceptable. The Nevada Mountain area was added to Williams' original bill. This area was not in the USFS plans for wilderness, and if added could affect Champion's future timber supply.

Champion is more concerned about the 4 million acres that are being released than they are about the roadless areas being proposed for wilderness. Approximately 3 million acres are prescribed roadless in the forest plans during this planning period. They must be considered for wilderness during the next period which will cause another battle as to the future status.

The remaining 1 million acres released are still subject to appeals which may prevent all road building and timber harvesting from one to several years.

The current Williams and Baucus wilderness bills do not address these problems. Therefore, it creates only approximately 1.3 million acres of wilderness and 700,000 acres of special management and study areas.

As stated above, some of the wilderness proposals won't affect Champion's timber supply directly in its working circles, but will cause competition for timber sales on the the fringes of these working circles.

I am a member of the Backcountry Horsemen in Missoula and enjoy riding horses in the back country wilderness. I believe in the wilderness concept and enjoy these areas. However, I do not believe that because an area is roadless it should be wilderness. Each area should stand on its own merit as to its future classification.

Robert E. Lamley

Robert E. Lamley
Area Operations Manager-Missoula
Western Operation
Timberlands

Senator **Melcher**. Thank you.

Fred, I think you talked about a paper, it is time to move beyond release language. Perhaps you have turned that in. We do not have it, but we will make it part of the record.

Mr. **Hutchison**. Thank you, Senator. I do have a copy for you. It is fairly lengthy and so I did not attach it to all copies of the statement. I will make sure you have one before the end of the day.

Senator **Melcher**. I want to testify a moment here. I think each of you have touched on appeals. Some of you have touched on appeals in conjunction with release language. As the author of the Forest Management Act in the House in 1976 and as its manager, I am very familiar with the release language and clarified it and worked out a clarification not too long ago, at least the interpretation by the Forest Service.

About a year ago I met with the new chief, if you can recall when he was made chief, soon after that. I met with him and said, what are you going to do about all these deals?

And he brought a lawyer along who said that, if we passed the wilderness bill, that most of these appeals would be resolved. I did not follow that line of thinking. I still do not.

And as you well know, if we are going to have any modification of the Forest Management Act, it is not going to be in the wilderness bill. It is going to be hammered out in the committees that have jurisdiction, after proper hearings and after proper input.

And so get your own act together if you think there ought to be some modifications. I happen to think there are going to have to be some modifications. It is about time you people do not approach us on the wilderness bill to make those modifications. Be realistic about it.

And first of all, talk to the Forest Service about what your problems are so they understand what your problems are. And I will talk with you and with them, because I think there is a problem.

When we passed that bill, we passed it with the intention of making sure that the professional managers in the Forest Service gave adequate attention to all of the various requirements of that act, which are very numerous, as you know, and that they have a policy and a program of comments from the public, and that they become part of the process, public comments become part of the process in making the decisions.

Now, I did not intend, nor do I think anybody else involved in that bill intended to get the plans completed in the first go-around. It is going to take 10 or 12 years. But that is what has happened.

And then none of us intended or thought that there would be mass appeals that got into a very time-consuming method of resolving itself. But nevertheless, that is where we are at.

And if we are going to have any change in that, we are going to have to figure out what makes sense and change the basic act, rather than try to do it in piecemeal fashion, which will not work here in Congress.

I spoke about this to Senator McClure yesterday after the hearing. He has the same opinion I do: It is not going to be on the Idaho wilderness bill that he and the Governor have hammered out, and it is not going to be on this Montana wilderness bill either.

So back to the drawing boards if you want some relief on that, and it is going to be only after due consideration by both of the two bodies of Congress and the two committees that are involved in each instance. We would be involved here in the Agriculture Committee and this committee, and the same would be true, I believe, over in the House, the Agriculture Committee and the Interior Committee.

So there is a long ways to go before that is resolved. That is my testimony. I hope you relate it to all of your brethren because I think they are entitled to know.

Senator BAUCUS.

Senator BAUCUS. Thank you, Mr. Chairman.

I think that this discussion is at the heart of the matter right here. There is no doubt in my mind that the appeals process takes much too long for both sides or all sides. There are too many stages, too many review processes, and there is not a sufficient period of time in which the government or the Forest Service has to make a decision.

I think that if the Forest Service frankly can require certain people to comment within a certain time, the Forest Service itself ought to make a decision within a certain time.

And in addition to that, there are just too many layers of appeals.

I just wondered the degree to which the new Forest Service appeals regulations are helpful, if at all. I understand the Forest Service has tried to address this matter and has come out with some new—either they have or they are about to come out with some new appeals regulations.

And I would just like—we have not got a lot of time here. Maybe you, Jim, could just respond. Are they helpful or are they not?

Mr. RILEY. Senator, I do not believe those have been published in final yet. If they have, it has been so recent that it just has not caught up to me yet, so we have not lived under them. And I am not well versed in what the final form is going to look like.

But the fundamental premises of some of those is that, sure it will—I believe it will help streamline to some degree the Forest Service appeals process. But it should not impact the procedures they have to go through for the forest plan appeal, as I understand, for example, some of those which are now taking 3 years to resolve.

So that alone in my view will not solve the problem.

Senator BAUCUS. I have asked the GAO to do a study of this problem. It is going to be a few months before they get back to us on it. But there is no doubt in my mind that the proliferation of appeals and the number of levels that appeals can go through and the length of time it takes at each level is outrageous, frankly, on both sides.

And I do not know, I expect it would be difficult to address that with this bill. But I hope, Mr. Chairman, that we could get at this appeals problem and frankly, the release problem, too.

It is lopsided and that has to be addressed as well.

Very briefly, I just want to know in your collective view—I know, Jim, your group came to my office and John's office and outlined 700,000 some acres, roughly 700,000 acres, you think could be included, but you have not addressed the Gallatin, nor do you address the front. And at that point, you thought that if the front and Gallatin were included it would probably come close to a million acres, or roughly a million acres of wilderness.

My question is: Is Joe Logger better off or worse off with the wilderness bill? I mean, some of you said, well, the lease is important, we will straighten it out on appeals. But I am curious whether you feel in your judgment—you have come to me. You have come with a bill you think should be passed.

Is Joe Logger better off or worse off with the passage of, say, your proposal that you came in with?

Mr. RILEY. Senator, I would say that our membership fundamentally agrees with the position advanced by Congressman Marlenee this morning. Unfortunately, we do not have the luxury to remain on that position today. We tried for nine months to gain attention for the immediate crisis that many of the mills of our membership face.

We do not have 9 more months to address the appeals, release, however you want to view it problem. And it is clear to us that unless we can get the wilderness question out of the way is the only hope that we have to get attention to that problem and get a solution on the table.

Senator BAUCUS. I understand. You cannot have it both ways. I mean, either you are for your bill or you are against your bill.

Mr. RILEY. We have expressed support the bill when we came back, and I want to be very clear on the record that we would support enactment of a bill within the guidelines of the 960,000 acres that we identified, without speaking to the Rocky Mountain Front or the Gallatin.

Senator BAUCUS. You think Joe Logger is better off with that bill than with no bill?

Mr. RILEY. He is better off if we can follow that, the enactment of that bill, with a rapid addressing of the release-appeals problem that we have in the State.

Senator BAUCUS. Thank you.

Thank you, Mr. Chairman.

Senator MELCHER. Thank you all very much.

We are going to take a 5 minute break here.

[Recess.]

Senator MELCHER. The Subcommittee will come to order.

Our next panel will be; Robert Garner, Montana Trail Bike Riders Association; Sam Harvey, Gallatin Valley Snowmobile Association; Robert Bushnell, Montana Snowmobile Association; Mike Micone, Western Environmental Trade Association; Jack Salmond from Choteau.

STATEMENT OF ROBERT GARNER, LEGISLATIVE AND LAND USE COORDINATOR, MONTANA TRAIL BIKE RIDERS ASSOCIATION

Mr. GARNER. Senator Melcher, Senator Baucus: I am Bob Garner. I am the legislative and land use coordinator for the Montana Trail Bike Riders Association. Basically, I am going to summarize some high points in this testimony that has been submitted.

I think the members of the delegation have had a lot of communication with trail bike riders. Senator Melcher has a very comprehensive set of maps. This is a comprehensive piece of testimony on all the areas.

And I would like to set a little bit of a background for the fact that Montana Trail Bike Riders Association has only been able to identify areas of agreement for wilderness to the tune of about 350,000 acres. The main reason for that is that there is some misunderstanding as to what in fact a trail bike and an ATV is.

There has been a lot of rhetoric yesterday, Ed Lewis, Ed Mattage, Mike Scott talking about the amount of opportunities which exist for trail bike and ATV recreation on forest system roads outside wilderness.

I want to emphasize the fact that on forest system roads the laws governing use of a motorized vehicle on that are the Montana state vehicle code, and that code requires that any motor vehicle operated on Forest Service roads must have a license plate and the operator of that vehicle must be a licensed operator.

That in a nutshell means that trail bikes and ATV's, which are essentially unlicensed and in most cases unlicensable, and the fact that there is minor family members involved in the recreational activities that cannot be licensed as operators, means that those particular trail vehicles, motorized trail vehicles, are legal only on Forest Service system trails.

They are not legally allowed to be used. So when you see in a forest plan or a travel plan, for example, that indicates that there are lots of areas open for "motorized recreation," that motorized recreation in many cases excludes trail bike and ATV recreationists.

That is a very important reason for not being able to support a whole lot of wilderness, because those proposals eliminate trails.

I would like to then refer to some recommended language changes which would assist the Montana Trail Bike Riders Association in supporting some of the special management designations. There are some essentially biased languages in the bill and we would like to suggest, calling your attention to page 3 in H.R. 2090, recommending some language that reads:

> The use of motorized trail vehicles shall be allowed in accordance with the purposes for which the areas are designated, except that ATV's over 40 inches in width may be restricted where trails are not sufficiently wide to accommodate such trail vehicles.

The important element there is that we are changing some language from "may" to "shall." We think the special management areas should emphasize the nonwilderness recreation opportunities, primarily because wilderness emphasizes the other uses.

The way the bills read now, it says that activities allowed in wilderness shall be allowed in the special management areas, and we would like to see that be equal.

There are some specific areas. You know, we can support with some boundary changes Italian Peaks. We could add to that. We would like to see the Stony Mountains left open for trail bikes.

Bluejoint is a problem in that it was part of an arrangement when the Rattlesnake Wilderness was put together. The understanding of the people in that area was that they would have access to the high country lakes in Bluejoint and Sapphires and Stony Mountain.

Tenderfoot-Deep Creek is a very major concern. We want to see that nonwilderness. Cowboys Heaven, we can agree to wilderness from the point of view of trail bike and ATV riding because there is an access problem.

HPB, the Gallatin Range, we are unequivocally opposed to more wilderness.

And I think I will just answer any questions as you might have them later.

[The prepared statement of Mr. Garner follows:]

TESTIMONY

March 22, 1988

Presented by:

Bob Garner
Legislative and Land-Use Coordinator
Montana Trail Bike Riders Association
P.O. Box 6118
Bozeman, Montana 59771

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Before the Public Lands Committee

of the

Senate Committee on Energy and Natural Resources

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hearing:

H.R. 2090: Montana Natural Resources Protection and Utilization Act

and

S.1478: Montana Natural Resources Protection and Utilization Act

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Section 1:
Context of MTBRA Testimony

Before addressing specific areas of agreement and/or disagreement with the current Montana Wilderness legislation being considered by the Senate Energy and Natural Resources Committee, the following background is provided to enable the Public Lands Subcommittee and Congress as a whole to understand MTBRA's testimony in its proper context.

This background is necessary because Congress has regularly written legislation which fails to understand what a motorized trail vehicle (trail bike and ATV) *is*, and what the consequences *are* for this important segment of the recreational public, when they are confronted with extensive trail closures such as are proposed in Wilderness legislation now being considered.

In order to understand MTBRA's substantive concerns about the effects of proposed legislation on recreational opportunities for trail bike and ATV riders, Congress must realize that, *by design and by law*, a motorized trail vehicle (trail bike and/or ATV) is not a road vehicle.

The Montana State Vehicle Code, for example, requires that any motor vehicle operated on U.S. Forest Service development roads, where road vehicles are also used, must have a license, and that the operator of that "street-legal" vehicle must also be licensed in accordance with Montana law.

This is generally not possible with respect to trail bikes and ATVs.

Motorized trail vehicles, specifically trail bikes and ATVs, are not legally licensable for road use in Montana, *as required by law if they are to be used on forest system roads*. Minor family members, likewise, are not licensable as operators of these motorized trail vehicles, *as required by law if they intend to operate on forest system roads.*

Members of this subcommittee, and Congress as a whole, must realize then, that while National Forest Travel Plans may show forest system roads as being "open" to "motorized vehicles," these "open" roads are of little or no value to recreational riders of motorized trail vehicles (trail bikes and ATVs).

Motorized trail vehicles, being generally unlicensable, may be used legally only on forest system TRAILS; which, incidentally, is the aesthetic recreational experience being sought by these people as well.

Forest system roads do in fact provide important access to trails which are open to use by motorized trail vehicles, but the roads themselves do not represent in themselves recreational opportunities for trail bikes and ATVs.

When members of Congress, therefore, or Forest Service planners, or anti-ORV "environmentalists," attempt to justify recreationally exclusive Wilderness trail closures by referring to allegedly numerous "opportunities" for "motorized recreation" outside Wilderness on forest system roads, please realize why these arguments fall on deaf ears as far as motorized trail vehicle (trail bike and ATV) recreationists are concerned.

With the above legal context in mind, MTBRA's response to specific legislation being considered at this time is as follows.

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Section 2: **Wilderness Areas**

MTBRA has examined H.R. 2090, S.1478, and S.2790 (August 15, 1986), and has identified its **agreement with approximately 350,000 acres of Wilderness** recommended in those bills. There are, in some cases, *qualifications* to our support, which are identified in the detailed text of this testimony.

In general, areas of **agreement** for Wilderness are:

- East Pioneers
- Italian Peaks *(with boundary adjustments)*
- Selway-Bitterroot Additions
- Lost Water Canyon
- Cowboys Heaven
- Republic Mountain
- Earthquake *(with trail corridor)*
- Gates of the Mountain
- Scotchman Peaks
- Ten Lakes
- Cabinet Additions
- Falls Creek/Silver King *(Forest Plan)*
- Deep Creek *(Forest Plan)*
- Teton.

All other Wilderness proposals are unacceptable to MTBRA, as detailed specifically in the appropriate sections of this testimony *(see index)*.

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Section 3: **Special Management and National Recreation Areas**

With respect to "Special Management," and "National Recreation" areas, MTBRA is in **general agreement with the concept** that such designations might define a "middle ground" providing appropriate resource "development" and opportunities for outdoor recreation without overly restrictive Wilderness resource "protection." MTBRA finds that, for specific reasons detailed in the appropriate section of this testimony, however, that the "Special Management Areas" proposals **fall short** of their potential to define this "middle ground."

With recommended language changes, *(see *below)* MTBRA could support Special Management and National Recreation Areas.

As presently described in the respective bills, however, MTBRA is forced to oppose all of the following:

- Hyalite National Education and Recreation Area
- Elkhorns National Recreation and Wildlife Area
- Mount Helena Education and Recreation Area
- Ross Creek Cedars National Recreation Area
- Gibson Reservoir National Recreation Area
- Cottonwood Lake National Recreation Area

* Recommended Language Changes

The following language changes would encourage MTBRA support of "Special Management Areas":

H.R. 2090, p. 19, delete lines 12 through 14 and insert: "(4) The use of motorized trail vehicles (trail bikes and ATVs) shall be allowed, in accordance with the purposes for which the areas are designated, except that ATVs over 40" in width may be restricted where trails are not sufficiently wide to accommodate such trail vehicles."

H.R. 2090, p. 24, delete lines 14 through 16 and insert: "(5) The use of motorized trail vehicles (trail bikes and ATVs) shall be allowed, in accordance with the purposes for which the areas are designated, except that ATVs over 40" in width may be restricted where trails are not sufficiently wide to accommodate such trail vehicles."

S.1478, p. 18, line 8, delete the words "trail bikes" and insert: "motorized trail vehicles (trail bikes and ATVs)"

and:

line 9, following the words "on existing roads" insert: "and trails"

and:

line 10, delete the word "may" and insert the word "shall" *and:*

lines 10 and 11, delete the words "provided such uses will not adversely impact wildlife"

and:

following line 19, insert: "(6) Any uses of these areas which are found to adversely impact wildlife shall be excluded until such impacts are mitigated, provided that such finding is made through site-specific scientific studies conducted with full public involvement in accordance with the National Forest Management Act and the National Environmental Policy Act."

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Section 4:
Special Study Areas

For reasons detailed in the appropriate section of this testimony, MTBRA **opposes:**

- West Big Hole Watershed Management Study Area
- Crazy Mountains Wilderness Study Area
- Gallatin and Lewis and Clark Land Consolidation Study
- Gallatin Range Land Consolidation Study Area
- Trout Creek Wildlife and Mineral Study Area
- Scotchman Peaks Wilderness Study Area
- Tenderfoot/Deep Creek Wilderness Study Area
- Tenderfoot/Deep Creek Wildlife and Mineral Study Area
- Badger-Two Medicine Wilderness Study Area

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Section 5:
MTBRA Position on Specific Proposals by Forest

Beaverhead, Bitterroot, Deerlodge and Lolo National Forests

• MTBRA ***opposes*** Wilderness additions to **Anaconda-Pintler (North Big Hole, Storm Lake, Upper East Fork)** as proposed by the Montana congressional delegation Half of the Bitterroot Forest is Wilderness at present, and 25% is roadless. "Roadless" environments are not "trail-less," and they can support motorized trail vehicle recreational opportunities, while Wilderness designation *precludes* all motorized trail vehicle recreation. Delegation proposals for these Wilderness additions would seriously impair recreational planning and opportunities for people using trail bikes and ATVs.

Beaverhead National Forest

• MTBRA can ***support*** Wilderness designation for the **East Pioneers** as long as the trail(s) to Pear Lake and Boot Lake is (are) left outside the Wilderness boundary.

• MTBRA ***opposes*** Wilderness designation for the **West Pioneers**. MTBRA recommends that the West Pioneers be managed in accordance with the Beaverhead Forest Plan. MTBRA can not agree to language in H.R. 2090 defining National Recreation Area designation. Potential MTBRA support for NRA status for the West Pioneers exists ***if*** language is written to more certainly identify the area as *open to motorized trail vehicle use.*

The generic term, "motorized recreation," or "motorized equipment," is not *specific* enough to protect the legitimate interests of motorized trail vehicle recreationists (trail bike and ATV riders). Limiting references such as, "*if compatible with the purposes for which the areas are designated,*" should apply to *all* uses, including activities which would otherwise be permitted in Wilderness.

(If motorized trail vehicles are "equipment" requiring special management attention, as is implied by the objectionable language in the proposed legislation, so too is a *horse*, as far as MTBRA is concerned).

• MTBRA ***opposes*** the **West Big Hole** watershed study proposed in H.R. 2090 and S.1478. These proposals create "wilderness study" by yet another name. MTBRA can not support encumbrances such as this at a time when the forest management system as a whole is threatened with total collapse due to open-ended requirements for "planning" and "studying." There is no *implementation* of forest plans anywhere in sight, and "further study" proposals such as these only aggravate that unacceptable state of affairs.

• With respect to Wilderness proposals for **Italian Peaks**, MTBRA supports the efforts of the Blue Ribbon Coalition, representing motorized trail vehicle and other non-Wilderness recreationists in Idaho, to obtain *non-Wilderness management* for Italian Peaks. Two-thirds of the proposed Wilderness area is located in Idaho. MTBRA encourages the Montana congressional delegation to coordinate its proposals with the Idaho delegation, so that non-Wilderness recreationists in both states will have an opportunity to protect their interests. H.R. 2090 and S.1478 proposals are drawn so that Deadman Lake remains accessible by motorized trail vehicle, and this is a step in the right direction. There are trail connections between Montana and Idaho which MTBRA, Idaho Trail Machine Association, and Blue Ribbon Coalition would also like to see remain open, however. If the north-south boundary on the eastern side of the proposal were moved westward to exclude Deadman Creek trail to Divide Creek Lake and Italian Peak, this proposal would be more acceptable to motorized trail vehicle recreationists in both Montana and Idaho. We recommend these changes.

• MTBRA ***opposes*** the **Tobacco Root** Wilderness proposals. Limiting access to high country lakes is a *major* problem throughout Montana, and this proposal would compound that problem. This is one of a few areas on the Beaverhead Forest where the high mountain lake country remains open to access by trail bikes and ATVs, and to further limit those already limited opportunities is not rational.

Bitterroot, Deerlodge and Lolo National Forests

• MTBRA **opposes** Wilderness designation for **Stony Mountain (and Sapphires)**. The crest of Stony Mountain is very important to motorized trail vehicle recreationists, and the Forest Service agrees. South of Skalkaho Pass to Frog Pond Basin, virtually all trails are used extensively by trail vehicle riders from Missoula, Ravalli, and Deerlodge areas. The proposal West of Phillipsburg in Granite County would also be very detrimental. There is an uninterrupted trail that goes from Missoula beyond Lost Trail Pass in Idaho. It follows the divide between the Bitterroot River and Rock Creek. This would be lost, and is mostly 4x4 road to Skalkaho Pass. One of the main arguments used in securing the Rattlesnake Wilderness was the proximity of other lake areas (Great Burn, Stony Mountain, Bluejoint) accessible to trail bikes. According to recreationists in the area, there will be no lakes accessible by *motorized trail vehicle* (trail bike and ATV) in Missoula, Granite, Ravalli and Mineral counties if Wilderness proposals for Stony Mountain and Sapphires are passed. These proposals are a serious obstacle to support from MTBRA.

Bitterroot and Lolo National Forests

• MTBRA can **support** the Wilderness additions to **Selway-Bitterroot**, as proposed in the Forest Plan and S.2790.

Bitterroot National Forest

• MTBRA **opposes** Wilderness designation for **Bluejoint**. According to area trail bike recreationists, one of the main arguments used in securing the Rattlesnake Wilderness was the proximity of other lake areas (Great Burn, Stony Mountain, Bluejoint) accessible by trail bikes. Seeing these areas (including Stony Mountain and Sapphires) now proposed for Wilderness, these recreationists are concerned that there will be no lakes accessible by *motorized trail vehicle* (trail bike and ATV) in Missoula, Granite, Ravalli and Mineral counties. These proposals, therefore, are a serious obstacle to support from MTBRA.

Custer National Forest

• MTBRA can **support** Wilderness designation for **Lost Water Canyon**, as proposed by the Forest Service, S.1478 and S.2790. MTBRA **opposes** the "Alternative W" proposal incorporating BLM and NPS units.

• MTBRA **opposes** the **Burnt Mountain** and **Timberline Creek** addition to Absaroka Beartooth Wilderness. While this would appear to be a *minor* addition, it compounds a serious problem of lack of motorized trail vehicle (trail bike and ATV) access to high-country lakes. According to an inventory by the Montana Department of Fish, Wildlife and Parks, there are 400 fishable lakes in Wilderness areas in Region 5 (Billings), but only 40 lakes outside Wilderness. This is a *serious* problem throughout Montana, and this proposal on the Custer National Forest would *contribute* to that problem. MTBRA is therefore opposed to this "minor" Wilderness addition.

Deerlodge and Helena National Forests

- MTBRA ***opposes*** Wilderness designation for **Electric Peak**.

Deerlodge National Forest

- MTBRA ***opposes*** Wilderness designation for **Flint Range**.

- MTBRA ***opposes*** Wilderness designation for **Sapphires**. *(See comments above, Bitterroot, Deerlodge and Lolo, re: Stony Mountain and Sapphires).*

- MTBRA ***opposes*** the National Recreation Area for **Cottonwood Lake** as proposed by H.R. 2090 as it passed the House on Oct. 13, 1987.

Flathead and Kootenai National Forests

- MTBRA ***opposes*** Wilderness designation for: **Swan Front, Swan Crest, Jewel Basin, Mt. Hefty, Tuchuck, Thompson Seton, North Fork, Mission Mountains Additions, and Badger Two Medicine (Study Proposal)**. The Flathead Forest is *seriously* deficient with respect to providing opportunities for *motorized trail vehicle* (trail bike and ATV) recreationists. MTBRA is involved at present, and has been for several years, with task forces, administrative reviews, judicial reviews, and other efforts to improve the recreational opportunities for *motorized trail vehicle* recreation on the Flathead National Forest. The proposals listed above would *compound the problems* which MTBRA has been working with the Forest Service to overcome.

Gallatin National Forest

- MTBRA unequivocally ***opposes*** Wilderness designation for the **Gallatin Range**. We would like this area released by Congress to management in accordance with the Gallatin Forest Plan. This area is one of several which were studied for Wilderness under Public Law 95-150, the Montana Wilderness Study Act. The Forest Service recommends no Wilderness designation for the area. Recreation, scenic and wildlife values are protected in the Forest Plan. The majority of people who commented on the Gallatin Range Wilderness Study supported the Forest Service recommendation of no Wilderness. Trail bike use is a major activity in this area.

Wilderness designation as proposed in H.R. 2090 would also conflict with an ongoing Recreation Challenge Grant Program in the Hyalite area, designed to create "accessible" recreation facilities to meet the special needs of people who are not physically able to use other existing Forest Service facilities. The project involves reconstruction and resurfacing of trails for the handicapped which would not be compatible with Wilderness designation. MTBRA has volunteered to assist with any trail reconstruction or relocation as needed, to benefit a variety of user groups, including the handicapped. This volunteer program would be curtailed if Wilderness is designated for the area.

On the Gallatin National Forest, 2/3 of the 1,800 miles of Forest Service system trails are administratively closed to *motorized trail vehicles* (trail bikes and ATVs). Of the remaining 1/3, about half are located on the Gallatin Range, otherwise known as the Hyalite-Porcupine-Buffalo Horn area. The *survival* of alpine trail bike riding on the Gallatin National Forest *depends* on continued non-Wilderness recreation management of the Gallatin Range.

As far as Special Management categories are concerned, including National Recreation Areas, MTBRA support depends on the language and boundaries defining these areas *(see Section 3)*.

MTBRA ***opposes*** H.R. 2090 NERA proposals for this area. Boundaries include areas which are closed to motorized trail vehicles in the Gallatin National Forest Travel Plan. This proposal is viewed as an unpalatable "bone" thrown to offset the unacceptable Wilderness designation proposed in H.R. 2090 for this area.

NERA language in H.R. 2090 is prejudicial and biased against motorized trail vehicle recreationists. Specifically, any reference to *"degrad[ing] the resources,"* (H.R. 2090, p.24) should apply to all recreational uses, if it is deemed necessary to use such language at all. This language suggests that trail vehicles are particularly or exclusively "degrading" to resources, but there is no documentation of any such "degradation" taking place to warrant this biased language. There are areas on the Gallatin Forest, for example, where horse use has certainly "degraded" resources, but proposed legislation seems to want to "look the other way," and imply that motorized trail vehicles need particular attention. This is called "scapegoating," and MTBRA will not accept it.

MTBRA therefore requests language requiring that *any* proposed exclusion of *any* user group from *any* area be based on site-specific documentation obtained from scientific, biological and/or resource analysis conducted with full participation of the public in compliance with NFMA, NEPA and other applicable laws *(see p. 4)*.

Since Wilderness designation specifically *excludes* the use of motorized trail vehicles, it is MTBRA's view that ***Special Management Areas should emphasize opportunities which are prohibited in Wilderness areas.*** Language which provides that "any activities which would otherwise be permitted in an area designated as wilderness . . . **shall** also be permitted" in Special Management areas (H.R. 2090, p.19), while "the use of motorized equipment *(sic)* **may** be allowed ***if*** . . ." *(ibid.)* is language which MTBRA can not accept. There is no legitimate reason for this "back of the bus" treatment of motorized trail vehicle recreationists.

- MTBRA ***opposes*** Section 16 of S.1478 calling for a "study" intended to "relocate the trail known as the Big Sky Snowmobile Trail."

- MTBRA ***opposes*** Section 17 of S.1478, calling for prejudicial treatment of "motorized use" of the Hyalite-Porcupine-Buffalo Horn area.

- MTBRA can ***support*** Wilderness designation for **Cowboys Heaven, provided there are *no* Wilderness designations for the Gallatin Range** (Hyalite-Porcupine-Buffalo Horn). While there are *potential* opportunities for *motorized trail vehicle* (trail bike and ATV) recreation in the area known as Cowboys Heaven, as described in H.R. 2090 as it passed the House of Representatives on Oct. 13, 1987, those opportunities are limited at present by serious access problems. Should the Forest Service obtain better access into this area, recreational opportunities for trail bike and ATV riders could be improved. Notwithstanding this *potential* opportunity, MTBRA is *willing* to consider support of Wilderness designation for Cowboys Heaven, as described in H.R. 2090 and S.1478, ***provided* that there are *no* Wilderness designations made for the Gallatin Range** (Hyalite-Porcupine-Buffalo Horn).

- MTBRA ***supports*** Wilderness designation for **Republic Mountain**.

- MTBRA is ***willing*** to ***support*** Wilderness designation for **Earthquake**, ***provided*** that trail #216, which transverses the area, **is left open** as a corridor for use by motorized trail vehicles (trail bikes and ATVs). Trail bike use in the area is "significant," according to the Forest Service.

- MTBRA ***opposes*** land-consolidation studies for the **Crazy Mountains** and **Hyalite-Porcupine-Buffalo Horn**. The Forest Service already has authority necessary to conduct land consolidation studies in national forests. These proposals are "excess baggage" which MTBRA opposes. There is significant trail bike use in the Crazies and HPB.

Helena National Forest

- MTBRA ***opposes*** Wilderness designation for **Mount Baldy** and **Camas Creek**.

- MTBRA can ***support*** Wilderness designation for **Gates of the Mountain (Big Log)** Wilderness additions, so long as routes are kept open to protect loop trails south of Gates Wilderness.

- MTBRA ***opposes*** Wilderness designation for **Black Mountain**.

- MTBRA ***opposes*** Wilderness designation for **Nevada Mountain**.

- MTBRA ***opposes*** the **Mount Helena Education and Recreation Area** proposals in H.R. 2090 and S.1478.

- MTBRA ***opposes*** the **Elkhorns National Recreation and Wildlife Area** as proposed by the Montana congressional delegation. Trail bike use is significant.

- MTBRA ***opposes*** Wilderness designation for **Electric Peak**.

Kootenai National Forest

- MTBRA ***supports*** Forest Service recommendations for Wilderness in **Scotchman Peaks**.

- MTBRA ***supports*** Forest Service recommendations for Wilderness in **Ten Lakes**.

- MTBRA ***supports*** Wilderness additions for **Cabinet Mountains** as proposed in S.2790.

- MTBRA ***opposes*** Wilderness for **Cube Iron-Mt. Silcox** on the Kootenai and Lolo National Forests, as proposed in S.1478.

- MTBRA ***opposes*** the **Trout Creek Wilderness Study Area** proposal in S.1478.

- MTBRA ***opposes*** the **Scotchman Peaks Wilderness Study Area** proposal in S.1478. MTBRA supports the Kootenai Forest Plan proposal for 4,600 acres of Wilderness and 1,400 acres non-Wilderness. MTBRA opposes "further study."

- MTBRA ***opposes*** the **Ross Creek Cedars NRA** proposal in H.R. 2090. *(See recommended language changes in Section 3).*

Lewis and Clark National Forest

- MTBRA ***opposes*** Wilderness designation for the **Big Snowy Mountains**. We would like this area released by Congress to management in accordance with the Lewis and Clark Forest Plan. This area is one of several which were studied for Wilderness under Public Law 95-150, the Montana Wilderness Study Act. The Forest Service recommends no Wilderness designation for the area, but 90% will be protected under a semi-primitive recreation presecription. The majority of people who commented on the Big Snowies Wilderness Study supported this Forest Service recommendation.

- MTBRA ***opposes*** Wilderness designation for **Middle Fork of the Judith**.
- MTBRA ***opposes*** Wilderness designation for **Tenderfoot/Deep Creek**.

- MTBRA ***opposes*** Wilderness designation for **Badger-Two Medicine**. MTBRA ***opposes*** "Wilderness Study Area" status as proposed in S.1478.

- MTBRA ***opposes*** Wilderness designation for **Choteau Mountain**.

- MTBRA ***supports*** Wilderness designation for **Deep Creek**, as proposed in the Lewis and Clark Forest Plan.

- MTBRA ***opposes*** Wilderness designation for **Renshaw Mountain**.

- MTBRA ***supports*** Wilderness designation for **Falls Creek/Silver King** as proposed in the Lewis and Clark Forest Plan.

- MTBRA ***supports*** Wilderness designation for **Teton** as proposed in the Lewis and Clark Forest Plan.

- MTBRA ***opposes*** Wilderness designation for **Volcano Reef**.

- MTBRA ***opposes*** the **Gibson Reservoir National Recreation Area**. *(See recommended language changes in Section 3).*

Lolo National Forest

- MTBRA ***opposes*** Wilderness designation for **Great Burn**.

- MTBRA ***opposes*** Wilderness designation for **Quigg Peak**.

- MTBRA ***opposes*** Wilderness designation for **Clearwater-Monture**.

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Section 6: **Summary**

It is MTBRA's view that the overall management of our forest lands is floundering because national forest management has been turned into a perpetual planning machine, with no real public benefits ensuing because there is no real management taking place. The present crisis in forest management is *not* due to any need for another Wilderness bill in Montana, and another Wilderness bill is not going to resolve the real management crises which confront us.

Two-thirds of Montanans have regularly, throughout this debate, made it clear that they believe that Montana has sufficient Wilderness. Management of our existing Wilderness areas -- 3.4 million acres -- and active promotion of recreational opportunities for the remaining non-Wilderness areas, should be given top priority in any legislation promoted or passed by Congress.

Recreation is an increasingly important social value of our national forests today, as far as most citizens are concerned. Wilderness legislation and national forest recreational opportunities are not synonymous, and for the most part are not even compatible. Wilderness prohibitions, disguised as recreational opportunities, are a major part of the problem in recreation management today, certainly not the solution.

Sincerely,

Bob Garner
Legislative and Land-Use Coordinator
Montana Trail Bike Riders Association

Senator MELCHER. Sam Harvey.

STATEMENT OF SAM HARVEY, GALLATIN VALLEY SNOWMOBILE ASSOCIATION

Mr. HARVEY. My name is Sam Harvey of Bozeman, Montana, and I am here representing the Gallatin Valley Snowmobile Association of Bozeman.

And we are very concerned with the future of our public lands. Any wilderness designation bans our use and enjoyment of these public lands, so we have to be concerned with any action that will continue to diminish our snowmobile trails and areas of use.

Our snowmobilers found themselves concerned with several areas in the Gallatin National Forest which are contained in S. 1478, H.R. 2090, and Senator Melcher's S. 2790. The areas are as follows.

The Earthquake proposed wilderness. The maps for the proposed wilderness in the Earthquake area as contained in Senator Baucus and Representative Williams' bills all have the same southern boundary down to the north of Watkins Creek, to allow use of important existing snowmobile trails and use areas.

The Gallatin National Forest final forest plan has a very definitive line drawn of this southern boundary, which is an excellent boundary line.

The Cowboys Heaven proposed wilderness addition. This area appears in S. 1478 and H.R. 2090. It does not appear in Senator Melcher's S. 2790. Again we state that this area was enjoyed by snowmobilers until access was closed off to the public by private landowners. The forest current travel plan shows the area would be open to over the snow machines after the close of hunting.

The Crazy Mountain land consolidation study. With the approximately 1 million acre Beartooth Wilderness lieing just across the valley from the Crazies, we can see no benefit for this area to become wilderness. An area for dispersed recreation of all types would be more useful.

The Goose Lake exclusion. We would be very pleased to support the exclusion of Goose Lake from the Beartooth Wilderness. The little town of Cook City is literally swallowed up by wilderness on all sides. Even the small exclusion of the Goose Lake area is very much needed.

Our club enjoyed all of this area very much until it was included in the Beartooth wilderness.

On the Hyalite-Porcupine-Buffalo Horn wilderness study area, the late Senator Metcalf S. 2393 bill directed this area be studied for wilderness potential. It has been studied by the Forest Service as directed and it has recommended no wilderness for this area. We agree.

Cannot the areas, in particular the Porcupine-Buffalo Horn area, be put into a special management area, such as recommended in their wilderness report? Senator Melcher's 1984 bill, S. 2950, recognized the need for such an arrangement with the recommendation for a Porcupine-Buffalo Horn wildlife area.

There is so much wilderness surrounding this entire study area that there needs to be some place for other types of use outside of wilderness.

The Porcupine-Buffalo Horn area of the wilderness study contains a portion of the nationally known Big Sky Trail. This is a 125-mile scenic route between Bozeman and West Yellowstone, opening vistas of fantastic winter wonderlands which before were only seen by a few.

This trail was marked with the cooperation of the Forest Service and a local game management biologist. In particular, where it lies outside of the state game range, restriction is to trail only use through this area, with the Porcupine exit from the trail to be used in emergencies only.

If this Porcupine-Buffalo Horn study area should be designated wilderness, we would lose a very important section of that trail from Bozeman to West Yellowstone.

There has been so much misunderstanding and misinformation about our Big Sky snowmobile trail. There is attached to this oral statement additional written information on the trail by Nina Smith, chairman of our Gallatin Valley Snowmobile Association's Public Land Committee.

The buffer zones. The creation of buffer zones around designated wilderness by management is a big concern of ours. We are glad to see that this is going to be clarified in all three bills.

In conclusion, we would state that our snowmobiling supplies a form of recreation at a time of year when other use of the land in the high back country is almost nonexistent. Snowmobilers come from all walks of life and we love our sport.

A snowmobiler makes little impression on the snow and is a nonconsumptive use of public lands. When the snow melts in the spring, there is no sign that we were ever there.

Thank you.

[The prepared statement of Mr. Harvey follows:]

Senate Subcommitee on Public Lands, National Parks and Forests
Re: Montana Wilderness Bills - Senator Baucus' S. 1478
- Rep. Williams' HR 2090
- Senator Melcher's 1986 S. 2790

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

My name is Sam Harvey of Bozeman, Montana. I am here representing the Gallatin Valley Snowmobile Association of Bozeman. We are very concerned with the future lands. Any wilderness designation bans our use and enjoyment of these public lands so we have to be concerned with any actions that will continue to diminish our snowmobile trails and area of use.

Our snowmobilers find themselves concerned with several areas in the Gallatin National Forest which are contained in S. 1478, S. 2090 and S. 2790. These areas are as follows:

EARTHQUAKE (Lionhead) PROPOSED WILDERNESS

The maps for the proposed wilderness of the Earthquake are as contained in Senator Baucus and Representative Williams' bills all have the same southern boundary drawn to the north of Watkins Creek to allow use of important and existing snowmobile trails and use areas. The Gallatin National Forest's Final Forest Plan has a very definitive line drawn of this south boundary which is an excellent boundary line.

We have agreed with this south boundary and the creation of Wilderness for the area even though we will lose snowmobile use in the interior.

However, we notice that the proposed Earthquake wilderness map in Senator Melcher's bill, as introduced, was the map in the Forest's Draft Plan showing southern boundary as prior to adjustment for snowmobiling. We do not agree with the southern boundary of that map.

COWBOYS HEAVEN PROPOSED WILDERNESS ADDITION

This area appears in S. 1478 and in HR 2090. It does not appear in Senator Melcher's S. 2790.

Again we state that this area was enjoyed by snowmobilers until access was closed off to the public by private landowners. The Forest's current Travel plan shows the area would be open to "over-the-snow" machines after the close of hunting. If some area is determined to be additional wilderness in Gallatin Canyon, we could accept the loss of this area.

CRAZY MOUNTAIN LAND CONSOLIDATION STUDY

With the approximately 1-million acre Beartooth Wilderness lying just across the valley from the Crazies, we can see no benefit for this area to become

Wilderness. An area for dispersed recreation of all types would be more useful. Snowmobilers from Livingston and surrounding areas had their beloved areas jerked out from under them with the creation of the Beartooth Wilderness. The Forest Service advised them at the time they had no place to establish substitute trails and use areas.

GOOSE LAKE EXCLUSION

We would be very pleased to support the exclusion of Goose Lake from the Beartooth Wilderness. The little town of Cooke City is literally swallowed up by wilderness on all sides. Even the small exclusion of the Goose Lake area is very much needed. Our club enjoyed all this area very much until it was included in the Beartooth Wilderness.

HYALITE-PORCUPINE-BUFFALO HORN WILDERNESS STUDY AREA

The late Senator Metcalf's S. 393 bill directed this area studied for wilderness potential. It has been studied by the Forest Service as directed and there is recommended no wilderness for this area. We agree. Cannot the areas, and in particular the Porcupine-Buffalo Horn area, be put into a Special Management Area such as recommended in their Wilderness Report. Senator Melcher's 1984 Bill, S. 2950 recognized the need for such an arrangement with a recommendation for a Porcupine-Buffalo Horn Wildlife Area.

There is so much wilderness surrounding this entire Study Area that there needs to be some place for other types of use, outside of wilderness. (See Attachment No. 4)

The Porcupine-Buffalo Horn area of the Wilderness Study contains a portion of the nationally-known Big Sky Snowmobile Trail. This is a 125-mile scenic route between Bozeman and West Yellowstone opening vistas of fantastic winter wonder-lands which before were only seen by few. This trail was marked with the cooperation of the Forest Service and the local Game Management Biologist of the Fish and Game Department, and in particular, where it lies outside of the State Game Range—with restriction to "trail only" use through this area and with the Porcupine exit from the Trail to be used for emergencies only. (See Attachment No. 1)

There is attached a review on the three bills on this Study Area (See Attachment No. 2)

If this Porcupine-Buffalo Horn Study Area should be designated wilderness, we would lose a very important section out of our trail from Bozeman to West Yellowstone.

There has been so much misunderstanding and misinformation about our Big Sky Snowmobile Trail. There is attached to this oral statement additional written information on the Trail by Nina Smith, Chairman of GVSA's Public Land Committee. (See attachment No. 3)

BUFFER ZONES

The creation of buffer zones around designated wilderness by management has been a big concern of ours for many years. We are glad to see this clarified in all three bills.

In conclusion, we would state that our snowmobiling supplies a form of recreation at a time of the year when other use of the land in the high backcountry is almost non-existent. Snowmobilers come from all walks of life and we love our sport! A snowmobile makes little impression on the snow and is a non-comsumptive use of public lands. When the snow melts in the spring there is no sign that we were ever there.

Thank you.

Sam Harvey
602 South 13th Ave.
Bozeman, MT 59715

BIG SKY SNOWMOBILE TRAIL

In the northern portion of this Trail are the following access roads:

(1) Bear

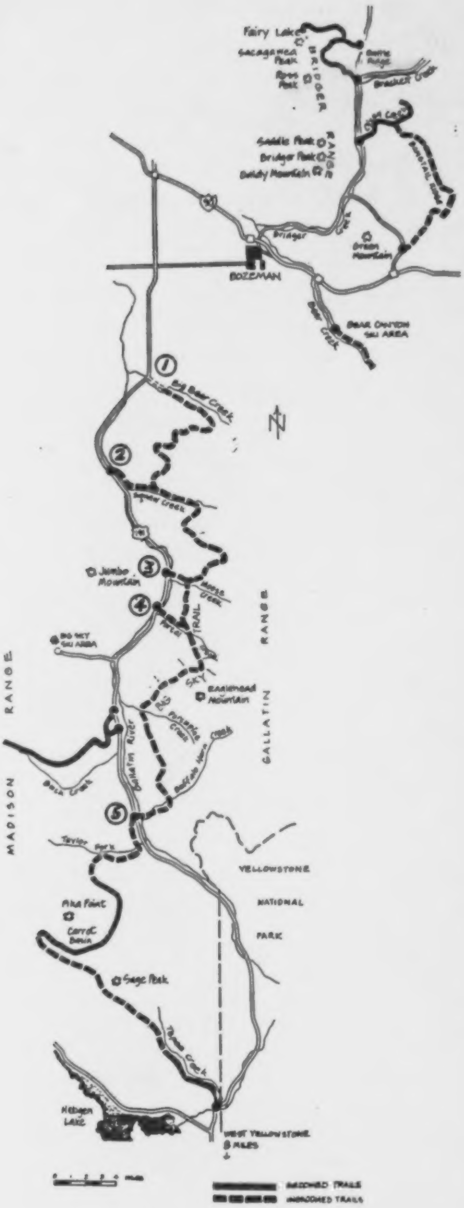
(2) Squaw — skiers, dog sleds and wood hunters often on this access trail

(3) Moose — skiers often on this access portion if groomed or trail broken by snowmobilers

(4) Portal — not used due to avalanche danger

(5) Buffalo Horn — comes through private property at 320 Ranch.

Note: Snowmobilers unable to groom any portion of the Big Sky Snowmobile Trail at the time this map was prepared.


Fairy Lake
Sacagawea Peak
Ross Peak
BRIDGER RANGE
Battle Ridge
Brackett Creek
Saddle Peak
Bridger Peak
Baldy Mountain
Bridger
Green Mountain
BOZEMAN
Bear Creek
BEAR CANYON SKI AREA
①
Big Bear Creek
②
Squaw Creek
③
Jumbo Mountain
Moose Creek
④
Portal
BIG SKY SKI AREA
BIG SKY TRAIL
Eaglehead Mountain
Porcupine Creek
Buffalo Horn Creek
Gallatin River
Beca Creek
⑤
Taylor Fork
MADISON RANGE
GALLATIN RANGE
YELLOWSTONE NATIONAL PARK
Pika Point
Carrot Basin
Sage Peak
Creek
Hebgen Lake
WEST YELLOWSTONE 8 MILES
0 1 2 3 4 miles
GROOMED TRAILS
UNGROOMED TRAILS

ATTACHMENT No. 1

Review of the Bills as to the Hyalite-Porcupine-Buffalo Horn Study Area

++++++++++++++

H.R. 2090 (Rep. Williams' Bill) has two areas in this bill for (1. Hyalite education and Research Area and (2. a Hyalite area for Wilderness. The wilderness boundary as drawn leaves out Heather and Emerald Lakes on the South, and its boundary on the west is drawn outside of the Big Sky Snowmobile Trail near Swan Creek. There is some snowmobiling into the two lakes.

S. 2790 (Senator Melcher's 1986 bill) contains Wilderness in the Porcupine-Buffalo Horn area which boundary on the west lies outside of the Big Sky Snowmobile Trail through this study area and would not affect snowmobile use except for loss of use areas.

S. 1478 (Senator Baucus' bill) refers only to a direction for land trade between BN and the Forest Service; and a two (2) year study for a potential relocation of the Big Sky Snowmobile Trail, if possible outside the Study Area.

After the Trail was established by the snowmobile club, with the cooperation of the Forest Service and the Fish and Game Department, an attempt was later made to change the trail to go up higher to Eaglehead Mt., over to Ramshorn Pk., and then down Buffalo Horn Creek where the Trail goes through the 320 Ranch property. The alternate trail was marked during the summer; however it proved impossible to use during the winter.

The Trail as established is below the State Game Range with "Trail only" use through this area and the Porcupine exit is to be used only for emergencies."

We are not in a position to comment on any land consolidation trade at this time.

Attachment No. 2

BIG SKY SNOWMOBILE TRAIL

by Nina Smith, Chairman, Land Committee
Gallatin Valley Snowmobile Association

Personal Background: Have snowmobiled in the Gallatin since 1966; have been a member of the Gallatin Valley Snowmobile Association of Bozeman since 1970; concerned with public land matters since 1972; served as Co-chairman and Chairman of the International Snowmobile Council for (2) years, representing 1.5-million organized snowmobilers of the U.S. and Canada; served many years as Chairman of the Public Lands Committee of the Montana Snowmobile Association and, still trying to retire, presently serve as Chairman of the Gallatin Valley Snowmobile Association since the 70's;

+ + + + + + + + + + + +

We had an opportunity in the recent past to review information from the Conservationists' Response to Senator Melcher's bill S. 2790. Of particular interest to us was the remarks contained on page 73-74 thereof with reference to the Big Sky Snowmobile Trail.

Because I have been personally involved with this trail as a user since 1970; politically concerned with its continuance since 1975 on S. 393, I requested the opportunity to respond directly to statements made therein. My husband has also served a co-chairman of the GVSA Grooming Committee since it's inception in 1979.

It is said that "a little knowledge is a dangerous thing" and this can be the situation here. The Response was prepared in 1987. I cannot blame them for their conclusion based on the information they apparently had; but the background was not known or considered. Statements are numbered as taken from the Conservationists' Response—followed by my comments.

The respondents to S. 2790 indicate the Big Sky Snowmobile Trail, hereinafter referred to as "Trail":

(1) is much less than it appears to be because it is not a groomed system trail

COMMENT: The "Trail" was established in 1969; grooming was approved by our state legislature with funds and commenced in 1979. Until then snowmobilers did their own "grooming" by breaking trail with their larger snowmobiles and keeping the "Trail" groomed by use. Since each qualified club was allotted certain funds, when grooming commenced it was spread out over the most used areas —the "Trail" was one of these and portions that could be handled by a big groomer were groomed until access roads were closed by logging. At the time of preparation of many of public maps, the "Trail" was for this reason, shown ungroomed.

In this area , we do not have what would be called a "Trail System"; most grooming is done on access roads to lead up into high open areas.

(2) marks the route of a once-a-year race for expert riders. Participation varies from 15 to 70 riders each year.

COMMENT: The amount of participation is probably about right for the

Attachment No. 3

past few years. This does not account for the approximately 50 snowmobilers involved in such as pre-riding "Trail" to mark for safety and riding cleanup detail after race to remove extra signs, breaking "Trail" and keeping it open for race in portions which are not groomed—or which has been ungroomed for past number of years due to log hauling on plowed access roads, manning check points on "Trail", transporting radio club members to positions to report on race, etc.

This race requires a special permit from the Forest Service and insurance. This has been an annual event since the race was established in 1971. The Gallatin Valley Snowmobile Association sponsors the race. It is advertised in national snowmobile magazines. Mother nature has not cooperated several times and race had to be called off because of lack of snow a few times, and once because of too much snow—snowmobilers unable to keep "Trail" open.

We agree with the comment that the race is for "expert riders". Since speed is involved, you need expert riders. The average time for the race from Bear Creek to West Yellowstone is approximately 4 hours—with (2) mandatory gas stops.

(3) Race not held this year (1986-87 winter season) because of legal problem with use of Taylor Fork Road.

COMMENT: There was a question the past 1986-87 winter season on use of the Taylor Fork Road by a resident; however this matter was settled. The race was not held because due to the condition of the snow on the "Trail" on the southern portion to West Yellowstone, the Racing Committe decided to run a loop trail through a Section 25 to bring the race back to a finish line at the Taylor Fork 'Y' which would miss any late racers on the "Trail". This Section is not a part of the Big Sky Snowmobile Trail, but a private section near the "Trail". Since it was a private section handled locally for an out-of-state resident, there arose a question of being allowed to use a trail through this section. Since this loop trail was needed for safety, the race was called off.

(4) because of this legal problem the Forest Service will reevaluate the location of "Trail" this spring (1988)

COMMENT: The local resident's attorney has admitted that the Taylor Fork Road is a public road by a former Court order and he cannot give or withhold permission for use of this road. Maintenance of the road has been accepted by the County and the Forest Service. Both have granted use of the road, plowed or unplowed, for this race.

(5) Conservationists will be participating in the Forest Service's review of possible alternative course locations.

COMMENT: Concern moot. [See No. (4) under Comment]

(6) Much of the current route is not used by the average snowmobiler.

COMMENT: I do not know what is considered an "average" snowmobiler by respondents. I am a 61-year old grandmother, arthritic, and consider myself average—but I have been on and used this "Trail" from one end to the other with no problem, either in sections or in its entirety. When you live in the mountains as our people do, snowmobile every weekend or more often, accustomed to the challenge of the elements, we just accept that as good snowmobiling. New beginners should not be on this "Trail" in its more rugged portions, nor should someone without mountain experience without an experienced rider along. Our club members often guide, as new friends, people from other parts of the U.S. and other countries. I think that is what is being expressed in guide maps—to protect the novice and inexperienced or those unuse to mountain riding.

(7) The portion of the "Trail" from Hidden Lake to Buffalo Horn is so rugged it can only be negotiated from north to south. The Montana Department of Commerce Guide to snowmobiling warms recreationists that this section of the trail should only be attempted by experts.

COMMENT: Again, this information is for those unfamiliar with mountain snowmobiling or novices.

It does sound scary—but let's look at it as we know it from riding and watching other riders on this portion of the "Trail".

First—the more rugged area is from the Porcupine Divide down to almost Porcupine Creek—not from Hidden Lake to Buffalo Horn. It is about a 2-mile section. My husband, who is an active snowmobiler and a member of the GVSA Search and Rescue team, feels that any group of riders who have had a couple of weeks of experience would have no trouble with the "Trail" in this portion. A bigger problem is that, in any place in the mountains on occasion, difficult snow is more trouble than areas such as this. Our granddaughter, when she was a small youngster use to ride the switchbacks behind her grandfather. When 12, with her own machine, she had no problem with this part at all — the same for our friends and their children.

Second—the area from Buffalo Horn back to the switchbacks (from south to north) is average snowmobiling. With the modern snowmobile and its manuverability, if snow conditions are right, you can go back up the switchbacks (south to north).

(8) also advises 'easier but equally spectacular trips, using portion of the "Trail" can be made by taking any of the five intermediate access roads.

COMMENT: It is true that access roads can lead to easy, short riding especially on portions that may be groomed. If not groomed or previously use, it can be tough to break a trail and it is no longer "easy". Also it is (4) access roads into this portion, not (5). The four roads are Bear, Squaw, Moose and Buffalo Horn. Portal has severe avalance danger. This should be on maps!

(9) conclude that use of the portion of the "Trail" in greatest conflict with wilderness designation is minimal and by experts only.

COMMENT: A very erroneous conclusion!

ADDITIONAL COMMENT: If this is such an unimportant trail, why all the concern from folks over the years for its continued use even though they had been shut off the "Trail" for many years by plowed access roads. The club checked the logging logging records for just the past five year and determined that the Squaw Creek road was open during the winter of 1982-83; and the Moose Creek was open the winter of 1983-84. You could not go into any adjacent drainages because logging was occuring in those areas. The winter season of 1987-88 is the first time we could again use access roads and grooming has restarted; snowmobilers are on the "Trail" again. They knew the logging had to be done because of over-mature trees, insect damage and extreme fire danger but that some day they would be able to enjoy the "Trail" again. They know riders will get a panoramic view of some of the most fantastically beautiful terrain you could ever see! As you travel along the "Trail" from some points you can see 50 to 75 miles on a clear day. The snowmobile and this "Trail" makes it possible to see all the 'hidden' beauty.

High Country News April 1, 1979

Gallatin canyon is ripe for fire

Thanks to the barkbeetle, "The whole Gallatin canyon's a tinderbox. Stoked. And ready for fire," warned Norm Wortman, fire management officer for the Bozeman and Squaw Creek Ranger Districts.

Historically, approximately every 80 years there has been a major fire in the canyon.

The last major fire was in 1881, "So basic arithmetic indicates the prime potential there now," he said.

A big fire in the canyon would threaten many summer homes.

"Because of the extreme amount of dead timber, due to the barkbeetle; there's no question that there's a terrific fire potential there now" Wortman explained.

> "The whole canyon's a tinderbox. Stoked. And ready for fire."

The lower end of the canyon is the most severely struck, and from Spanish Creek to the West Fork, the fire potential is real serious, Wortman said.

The increased use of the canyon and higher volume of traffic increase the likelihood that man could carelessly start a big fire.

"If the right weather and wind is present; a careless act could spark a firebox up the whole canyon," Wortman said.

"With all the dead trees and dry needles, there's a higher potential for a hot crown fire," said Mark McGregor, Forest Service barkbeetle specialist in Missoula.

McGregor views a fire as a cleansing agent for the forest deteriorated by the beetle.

'A big fire'd be a blessing if it'd wipe out the beetle," McGregor said.

But the Gallatin canyon is now populated, and if a big fire comes, people and property will be threatened and fighting that fire could be a challenge.

"When it occurrs, (a big fire) it'll be too big to attack the whole thing; so protecting life and property will be a top priority," Wortman said.

There will be quite a reserve of manpower available to combat a fire, but the secret is to get the most number of men to the site in the shortest amount of time, he said.

The severe fire season usually runs from mid-August to October.

Last summer was wetter than normal, and fire threat was low; but a dry summer ahead could keep everyone on their toes.

Wortman said the Forest Service has traced fire history back to the 1600's here and noted a consistent pattern of big fire cycles about every 80 years.

McGregor said that fire can be prevented by logging out the dead trees before fire strikes; but its a matter of time and accessibility.

"The beetle tells you something's wrong with the forest. It's ready to be harvested," he said.

A tree killed by the beetle still yields merchantable timber for about two years after it has been struck.

"We've been harvesting as fast as we can, but a lot of timber is unreachable and doesn't lend itself to logging," Wortman said

Note: This and following newspaper clipping are the reason for the logging in Gallatin Canyon and the loss of our access roads. The Porcupine-Buffalo Horn area has been in "hold" since 1958. No logging.

No. 3a

High Country News. April 4. 1979

Flames jumped canyon in blaze of 1881

Here follows an excerpt from Walter Cooper's diary detailing the great fire of 1881 in the Gallatin Canyon.

Cooper was a member of a survey party sent to try and find a railroad access route up the canyon to Yellowstone Park.

The huge fire destroyed much of the forest for over 40 miles.

August 26th. Up as usual. (The party usually started by 6:30. They were on the headwaters of the Gallatin). Travelled steadily. Water shallow in river. Fall 70 feet to the mile. Made twelve miles in forenoon. Halted at 1:45 for noon meal. Smoky and hazy ahead. Smell of smoke in the air. Push on till 6:30. Smoke denser. Must be approaching forest fire, probably not in our path. Seems advisable to rest for night and push on early in the morning. Might be cut off if we go back.

August 27th. Up at 3:30. Quick breakfast. Got under way at 5. Keep to course of river - still shallow. Timber hard to break through. Smoke awful. Horses nervous. Birds with seared wings flying past us. No red glow anywhere but thick heavy smoke. Travelled all day - choked with smoke. Plenty of water, but must push on. Very short noon halt. Dark early and smoke worse. See red glow now ahead and very nervous. Taking turns now sleeping, as its us for it I guess. Afraid to travel before daylight for fear we might get off our course and get lost in the increasing smoke.

August 28th. For fear of what may lay ahead am trying to keep up journal. Day breaks late. Ready to start by 5:30. No use earlier. Fire creeping toward us from every direction; all around us. Horses feet very sore. Travel through hot ashes. Steer horses down creek bed whenever possible. River increasing in size as fed by streams down canyon. Water gettin too deep to travel in stream. Nooned in middle of stream. No grass or feed left for horses to crop except the very last of what we are carrying. Trying to keep Brownie (the Cooper dog which had followed the party) riding on top of one of the packs. Her feet very raw. What this night will bring and tomorrow we know not.

August 29th. Make all possible haste. Trail easier to follow. Traveled greater part of last night: Flames jump canyon from one side to the other. Spectacular sight but an inferno. See small game with seared fur and bewildered elk and deer race by. We hardly halt for food. Cannot now travel any part of way in stream. Hot ashes falling everywhere. Noise of fire deafening. By late afternoon reached burned over section and find heat not as intense. Stench of smoke still awful. Coughing constantly. Horses short winded and exhausted. We judge we have made fifty miles since two this morning. No feed left in upper or lower part of Gallatin Basins. Timber practically burned out. Only comfort we are getting well down canyon toward home. Reached Hell Roaring at 7 o'clock tonight. Halting now for food. One mountain completely bare of timber. We are naming it Baldy. Fire out here. Some smouldering patches still and hot ashes everywhere. Some places the largest trees still standing. One wonders how they escaped. Seems a miracle. Will push on now to Spanish Creek and camp near mouth of canyon late tonight. No. 3b

August 30th. Reached home at 8 o'clock p.m. Had good night's sleep at Spanish last night. Still smoky but no further danger. Found hardly any feed for horses but halted outside canyon this morning and let them crop grass. Smoke still bad, and valley seemed to be full. Found fire only confined to canyon. Probably started by lightening. Worst fire in many years. Horses feet too sore to make any time. All day getting home. Will complete report to send into St. Paul.

The Gallatin County Tribune and Belgrade Journal - Feb. 1970

SNOW-MOBILING

By Esther Nelson

The Gallatin Valley Snowmobile Association clarified its position and responsibility for the "Big Sky Trail" at its monthly meeting held Monday evening, February 3.

The resolution adopted by the group confirmed the understanding that the Association members are assisting the U. S. Forest Service and Chamber of Commerce in developing and marking snowmobile trails on public lands.

Liability was the concern of the membership should the Association be the sole sponsor of the trail.

Members reported sufficient snow depths so that trail packing operations can begin.

Trail markers have arrived and the Club president, George Mills, has issued a plea for assistance.

Snowmobilists reported excellent snow conditions in the Taylor Fork, Buffalohorn, Portal and Moose Creek areas. Alternate routes are being planned because of the Elk concentration in the Teepee Basin.

The 125 mile trail from Bozeman to West Yellowstone is expected to be ready for public use by mid-March. A series of five loop trails are also being planned for snowmobilists who do not wish to make the entire 125 mile trip.

* * * *

The snowmobile craze has attracted persons of all ages everywhere--even vice presidents. The January issue of "Snow Sports" features former vice president, Hubert H. Humphrey,

demonstrating his prowess as a snowmobile driver (under the watchful eye of Secret Service men also on snowmobiles.).

Recognizing the phenomenal growth in this new outlet for winter recreation, the U. S. Forest Service has opened the National Forests to snowmobiling. Minnesota, considered the snowmobile capital, boasts 70,000 snowmobile families and 2100 miles of snowmobile trails. Wisconsin records a 51% increase in snowmobile ownership over last year totalling 41,000. The state and counties of Wisconsin have opened 1.5 million acres for snowmobiling.

As more and more people become addicted to snowmobiling, the demand for more and better snowmobile trails and adequate facilities increases. In order to meet the need of this demand, the Forest Service needs to know the extent to which public lands are used.

The Gallatin Valley Snowmobile Association has mailed forms to each snowmobile owner in this area requesting their assistance in maintaining a record of trips made during this season.

The upper Gallatin is in a wilderness hold area and may be scheduled for wilderness designation. This would prohibit use of any motorized vehicle and the loss of some of the finest snowmobiling trails in the country. This is also an economic factor for Bozeman and West Yellowstone. The Chamber of Commerce is aware of the winter tourism ptotential brought about by the advent of snowmobiles. Dude ranches and other businesses which operated only for summer months are now able to realize a year-round business.

* * * *

I was one of a group of twelve snowmobilists who were guests at the 320-Ranch last Sunday. In visiting with Patty and Jimmy Goodrich we find that winter tourism is no longer a potential--it is here. They have had guests from many states through December and January. (I should also say nations as the MSU exchange students were recently guests for a snowmobile outing.)

They report that guests are so overwhelmed with the scenic beauty of our mountains that they send others here "to see for themselves".

No. 3c

MONTANA

Bozeman to West Yellowstone
123 miles/Rating: 3

This is a classic high-country ride that starts just 14 miles south of Bozeman at Big Bear Creek on Highway 191. The well-mapped and marked trail rises quickly out of the canyon and meanders along the mountains that guard the Gallatin River. This trail, officially called the Big Sky Trail, gets its #3 rating for a section near Eaglehead Mountain where tight switchbacks and severe sidehill trail conditions call for snowmobilers to have a modicum of mountain riding experience. The trail is laid out to avoid problems with cornices along most of its route, but the steepest areas in the Upper Elk Range require some caution. The first half of this panoramic trail is full of ups and [illegible] southern part [illegible]

playriding areas beckon sledders to tarry. The trail meets back up with #191 at Grayling Creek where local trails lead the rest of the way to West Yellowstone. Two days are recommended for this trail. ☐

TRAIL INFO:
Gallatin Ranger Station (406) 587-5271.

Nov. 82
"Snowmobile"
Milwaukee Wisc.

Gallatin Valley — The 125-mile Big Sky trail, which begins near Bozeman and runs down to West Yellowstone, cuts through the center of the Gallatin Valley. This renown ungroomed trail covers moderate and difficult terrain in its trek across southwest Montana.

To the south of the Big Sky trail is Hebgen Lake and another network of trails, including Horse Butte trail, Lionshead trail, Two Top trail and Madison Plateau trail.

To the north of Bozeman are, Bridger Bowl ski resort, Fairy Lake and Olson Creek, which also provide excellent snowmobiling.

Easy-traveling trails with large open areas for play are found at Carrot and Sage Basins via Wapiti Creek trail and Sage Ridge trail.

Trailheads can be reached along Highway 191 where parking areas are plowed. Services for machines are available at Bozeman and West Yellowstone and snowmobilers can find accommodations along the way in the Gallatin Valley.

Winter 81-82 1981 7

"Snowmobile West"
Idaho Falls, Idaho

• The Big Sky Governors Cup Cross Country Race, sponsored by the Gallatin Valley Snowmobile Association will be held Feb. 21. The race is run on the famous Big Sky Trail from south of Bozeman to West Yellowstone. For more information contact: Mrs. Lorna Franks, (406) 586-2767.

January 1982 21

"SNOWMOBILE WEST, Idaho Falls, ID

Typical examples of publicity
Montana's Big Sky Snowmobile
Trail

No. 3d

Snowmobilers From Gallatin Valley Are Real "Doers"

A snowmobile association is only as strong as its members, and the strength of the Montana Snowmobile Association (MSA) in recent years is due to active local clubs like the Gallatin Valley Snowmobile Association (GVSA).

Located in the heart of some of the finest snowmobiling in the country, the GVSA includes family members from around the Bozeman, Montana, area. Located just 90 miles south of West Yellowstone, the self-proclaimed "Snowmobile Capital of the West," Gallatin Valley is annually blessed with several feet of deep powder from December through March.

With all that snow to ride, GVSA members could easily spend their time simply riding. But they consider themselves "doers," and that means plenty of year-round activity.

The major event of the year for the club is the annual Big Sky Governor's Cup cross-country snowmobile race. The course covers about 135 miles of mountainous terrain from Bozeman to West Yellowstone, along the Big Sky Trail. The trail was pioneered in 1968 by three club members: Sam Jacobsen, Lee Terrell, and George Mills. The first race on the trail was held in 1971, and was made up of local drivers only. Today, the race is sanctioned by the Western Snowmobile Racing Federation and attracts drivers from Montana, North Dakota, Wyoming, and Idaho.

The club has also played a key role in snowmobile legislation in recent years. Nina Smith, the well-known MSA Public Lands Committee chairperson, is a member of the GVSA and has been instrumental in defending snowmobilers' rights to use public lands in the state. At present, Smith and other Montana snowmobilers are locked in a battle with the Montana Wilderness Society over future use on portions of the Big Sky Trail. A proposal (Lee Metcalf Wilderness Bill) threatens to close a large portion of the trail to snowmobilers.

The GVSA is also active in promoting snowmobile safety. The club has a rescue unit made up of three rescue sleds stationed throughout Gallatin Canyon. Club members work closely with the Gallatin County Sheriff's Posse and have been instrumental in saving the lives of hunters, skiers, ice climbers, and snowmobilers.

In order to keep in touch during the off-season, club members participate in a spring bash in May, a weekend campout and fishing derby in July, and potluck dinners, chili feeds and fund-raisers in August.

You can be certain that snowmobilers from the Gallatin Valley Snowmobile Association will be "up front" when the going gets tough. They aren't the kind of people who stand by and watch unpleasant things happen. In January of 1980, one of the club's favorite pitstops (Karst Kamp) burned down. The GVSA sponsored an auction and benefit to help out. The club raised over $1,200, which greatly helped owner Steve Wilken rebuild and open the bar in December of the same year.

If you enjoy riding deep powder, and you are looking for a new area to explore, contact the GVSA and let them help you plan your snowmobile vacation. Write:
Carol Lingard, Secretary,
GVSA, P.O. Box 755,
Bozeman, MT 59715.

August/Sept/ 1981

Big Sky Governors Cup

the western snowmobile Legend!!

The Legend. . .

The skies cloud up in early November and the snow comes. It comes heavy and deep, covering the valley, trees and blades of grass with the sleeping white. Then, and only then do the clouds break up and disappear. In their wake they leave the sky. It is no ordinary sky, for it appears much larger than it is seen anywhere else. It is said that the mountains actually push the sky upward, leaving much more open space. . .so it is actually a Big Sky.

It started in an area to the south of a great city — not a city of great size — but great because of the people who dwelt there. They smiled and waved at strangers, and people who came there to visit usually came back to live.

One day not so long ago, two people, Sam and Lee, from this city decided to take their snowmobiles and ride to the south in the Gallatin Forest, a recreational area of great beauty and size. They traveled and filled their senses with the feeling and scenery of the Gallatin.

Sam Jacobson was one of the more friendly of the city residents, as was his friend and companion, Lee Terrell. They wanted so much to share their experiences that Lee began to talk of things faster than even he could comprehend. He talked of large parties of snowmobilers going from here to there, and the racing of persons between those points.

Sam had been quite content riding here, but to go there, well — maybe. . . .Suddenly he exclaimed that there should be a trail to run from Bozeman to another fair city, the town of West Yellowstone. This was a splendid idea for it would mean that all could enjoy the Gallatin Forest in the peace and beauty of winter.

Upon returning to Bozeman they told their friends of their idea and what it would take to do it. They knew of several logging roads that, once interconnected, would provide the trail. They also knew, without a doubt, that it would be a very trying endeavor as the forest was so large it would take help to find the correct path so that the land would not be harmed.

The highway between West Yellowstone and Bozeman follows the Gallatin Canyon. It is steep, sloped and very rocky. The trail must depart from this canyon for there is not room enough for the Gallatin River, Highway No. 191 and a snowmobile trail. It would be much better to have the trail go into the back country and open up areas not seen by many, if any at all, in the winter.

They soon mapped out a plan and set about building the Big Sky Snowmobile Trail. Sam, Lee and other members of the Gallatin Valley Snowmobile Association, found the most scenic and pleasing of areas to base the trail on.

The trail started in the canyon of Little Bear Creek. It is here that it followed many forest roads which go unplowed in the winter months. (Winter months in the Gallatin are extremely long and yet they are relatively mild in temperature.)

They carved the trail beyond the city, through a group of new pines, to a large clearing on top. There they chose an area where they could view the city and valley from which they had departed. They then proceeded on to Squaw Creek (an interesting legend in itself) and from there up again to Moose Creek. Along the way they took note of such mountains as few had ever seen before. The mountains of the Hyalite Ridge awed one of their party so much, that most of the party had left before the spell of Hyalite Peak, Palace Butte, and Overlook Mountain had been broken. (This was not to be the first time that the Gallatin Forest cast her spell over a visitor of her great domain.)

Several subsequent expeditions on this trail proved to be well worth the time. Soon the trail followed even more unplowed roads, past Moose Creek (often a few of the local inhabitants would come out and the group would stop to relax and take pictures). From there the roads led on past Portal Creek where many of the riders would stop and admire the large valley and awe inspiring beauty of the canyon.

They started on the hardest part of the trail. Until now they had only to find which trails to use — now they would have to build a trail over a mountain pass almost 10,000 feet high. They would have to make it winter passable — soon they had chosen the best way to go about this and a trail was cleared. It took much work but finally they reached the Porcupine Divide. (The Porcupine Divide is in fact very reminiscent of the animal it was named after.) This was to be the highest point on the trail and from the top one could see the Spanish Peaks, Lone Mountain and Taylor Peaks.

From the divide the trail leads around the tip of Porcupine Creek, under Ramshorn Peak, and into Horn Creek. The trail in this area wound through the upper Gallatin Elk Range. It was decided that no machine should be allowed off the trail onto the range. This was decided so that the elk range would be in its natural state for many generations. (The GVSA made sure its members and all users of the trail realized the importance of the area.)

The trail ran out to the 320 Ranch and Highway 191. Here the party stopped to eat and relax and relate tales of the first part of the Big Sky Trail. (To this very day many a tale has been told around the fireplaces at the 320 Ranch.)

It wasn't long before Sam and Lee decided that the trail to the south should be finished. By this time the Northern trail had been fairly worked out and ridden. All of the hazards had been noted and signed for safety, and the GVSA members had traveled it keeping it well groomed. The rest of the trail went quickly, as most of it ran through large open areas and deep valleys.

Areas along the trail were established as snowmobile play areas. The trail followed Sage Creek, up to the divide, and the group many times took large lunches there and had many club activities. Later it became an area where a check point would be set for the Big Sky Race.

Many a tale came from that area! The mountains and the snow cooperated and the riders soon completed the trail to Grayling Creek. This part of the trail was not without incident, as the southern part of the trail usually receives the most snow. Sometimes an avalanche could be seen or heard thundering down a mountain. The trail itself is located safely away from the dangerous areas, but Sam and Lee made sure that the people who used the trail knew what to watch for.

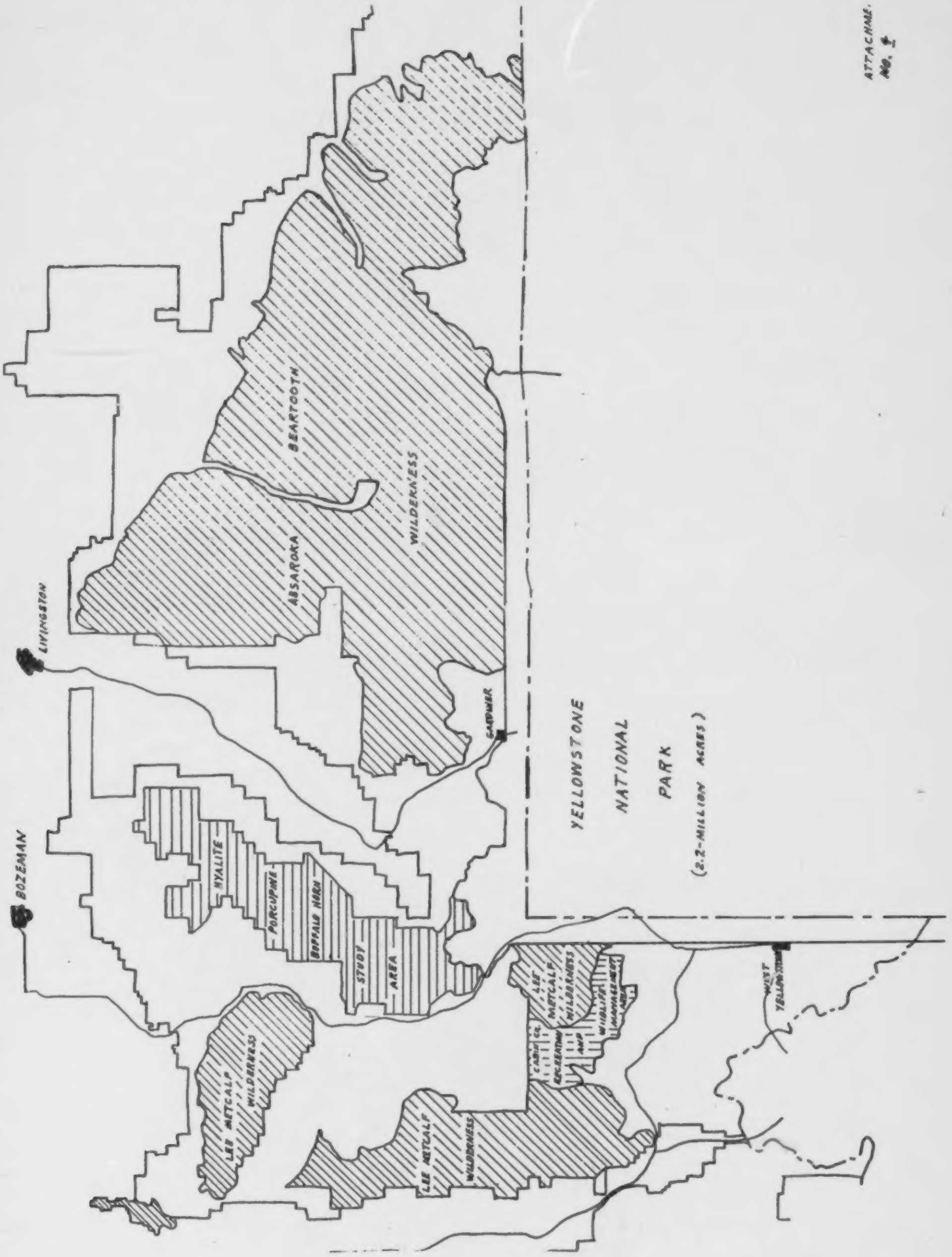
They had accomplished what they had started only a few months before. It was a great endeavor and many a legend came from the trials and tribulations of the trail. Soon Lee's dream of having a race run from Bozeman to West Yellowstone became a reality.

At first, the race involved four-man teams, then three-man teams, and finally, after years of hard work and organization, it is now run by two-man teams. This was the beginning of more great trails and more cross country races.

The Big Sky Race has been cancelled only twice, once because of five feet of fresh powder and once during the drought of 1977.

Still, the legend lives on. . .or rather LEGENDS, as the mountains, trails, and deep powder beckon to all to make their Legend of the Big Sky.

No. 3f


BOZEMAN
LIVINGSTON
ABSAROKA
BEARTOOTH
WILDERNESS
HYALITE
PORCUPINE
BUFFALO HORN
STUDY
AREA
GARDINER
LEE METCALF WILDERNESS
LEE METCALF WILDERNESS
LEE METCALF WILDERNESS
CABIN CR.
RECREATION
AND
WILDLIFE
MANAGEMENT
AREA
WEST YELLOWSTONE
YELLOWSTONE
NATIONAL
PARK
(2.2-MILLION ACRES)

ATTACHMT.
No. 4

Senator MELCHER. Thank you, Sam.
Bob Bushnell.

STATEMENT OF ROBERT BUSHNELL, PRESIDENT, MONTANA SNOWMOBILE ASSOCIATION

Mr. BUSHNELL. Mr. Chairman and members: My name is Bob Bushnell. I am the President of Montana Snowmobile Association, representing more than 23,000 snowmobilers in the state of Montana, including 23 clubs. I am a native of Montana and have lived there all my life.

We have a lengthy winter season in Montana and snowmobiling gives us an opportunity to enjoy our State and its beauty, which is enhanced greatly during the winter months.

Family outings are common, and touring our Big Sky State day or night is wonderful recreation.

We have reviewed the wilderness bills which have been introduced and worked with Senator Baucus and Representative Pat Williams as they drafted their bills. Areas that we commend them for making small adjustment for us include: Italian Peak, Storm Lake, Earthquake, Silver King Falls, Creek Lake area, Monture, and the Big Snowies.

Several other areas do, however, cause us concern. The Sapphires proposal submitted by Representative Pat Williams was acceptable to us until Chairman Vento added more onto the proposed area. This took away 40 to 50 additional miles of our trail system, which is used from both the east and west sides of the range.

The East Pioneer proposal takes away only the Rio play area, which is southeast of Baldy Mountain. A simple boundary adjustment can correct this error. Also very important is the closing off of all corridors from east to west.

The route we presently use is west up Gorge Creek and David Creek in our trail No. 56. Without leaving any possible passage in this area, you will restrict many people from access to the Wise River Groom Trail system.

The Stony Mountain proposal would be acceptable if the boundary were moved just north of the lake to allow the continued use of the large play area from the lake south. This is an important play area to us.

The Frank Church River with No Return addition, we used in previous years the Bluejoint Trail until Forest Service closure of several years ago closed us out. This is an area we have agreed could be sacrificed for areas having a higher usage.

The Electric Peak and Cottonwood Lake area was acceptable as proposed in the two bills. The change of any boundaries in this area would close trails which have 100-plus sleds per weekend usage.

Nevada Mountain, which was added to the bill, takes in the north slope of Meyers Mountain, which is a heavy use play area between Hillman and Lincoln. Our trail then goes up Washington Gulch and takes the Dalton Mountain Trail 467 to Dalton Mountain.

All statements of proponents of wilderness concerning the grizzly bear visits and the 1,000 head elk herd have been proven erroneous by the managers of these resources.

In the Flint Range, several new riding areas have recently opened. However, we do not have accurate trail counts available. Rock Creek Lake and Trail Creek Lakes have caused us concern again with the House changes.

The Jewel Basin portion of the Swan Front continues to be a problem due to the previous usage we had until the trail system in that area closed it for motorized vehicle. We have been unfairly excluded from that area.

The Cowboy Haven area is another one of those heavy use areas that private landowners have closed us off to private use. So that Forest Service land was at the expense of all other recreational users.

Earthquake proposals: We agreed with the Rocky Mountain Front. We agreed with the NRA. The West Pioneer recreation area per the Williams bill is acceptable. However, the portion Senator Baucus has proposed as wilderness now has the groom trail due to some changes which were necessary this past season.

NRA is the best for the entire area. This use was increased with a new Butte club in that area.

The West Big Hole proposal, unless it was NRA, will close off at least 10 of our major trails. No other designation for this area except nonwilderness is acceptable.

The Hylite Porcupine area was just covered by my colleague. The Badger-Two Medicine proposal study has a very high usage and many of the trails are only possible routes through these areas. These groom trails and areas are the only available to the people in north-central Montana and draw many tourists in from Canada.

Over 700 miles of trails will be lost by the passage of this bill. Snowmobilers have more recreational visitor days than most any other Forest Service users. In Montana, tourism is the second largest industry, and closing areas to snowmobiling, which is a $40 million-plus business annually, will close up communities. We are working hard to improve our sport while protecting the environment.

Thank you for this opportunity to testify.

Senator MELCHER. Thank you, Bob.

Mike Micone.

STATEMENT OF MIKE MICONE, EXECUTIVE DIRECTOR, WESTERN ENVIRONMENTAL TRADE ASSOCIATION

Mr. MICONE. Thank you very much, Senator Melcher. I will summarize the remarks and ask that our statement be included in the record.

My name is Mike Micone, the executive director of the Western Environmental Trade Association. We as an organization were organized for the purpose of promoting economic and job opportunities in the State, while protecting our physical environment. And our coalition is supported by members from agriculture, labor, recreation, and business and industry, as well as individuals in other associations.

The primary concern has been and continues to be the impact additional wilderness designation will have on jobs now and in the future. Although tourism is a significant part of the overall economic base of Montana, there is absolutely no evidence to support the contention that wilderness recreation is a major component of the tourism dollar.

A report by the Forest Service indicates that from 1980 to 1986, wilderness recreation has experienced stable or declining use, with no significant growth forecast for the future.

The people of Montana by an overwhelming majority have consistently expressed the view that development of our natural resources is essential to Montana's economy and that there is an adequate amount of wilderness in the State.

Montana currently has 3.4 million acres of wilderness. Since the landmark National Wilderness Act was passed in 1964, for the most part these lands met the qualifications that passed the wilderness test as envisioned by those who authored the Wilderness Act.

Much of the land today that is proposed for wilderness is roaded, includes mining claims or other evidence of activity, and just does not meet the qualifications to be included in the wilderness system.

In addition, valuable commercial timber, important to the continued operation of local mills and community stability is included in the proposals. The number of acres should be reduced only to those lands that are in keeping with the true spirit of the 1964 Wilderness Act and where wilderness would be the most appropriate designation after all factors are considered.

WETA has not presented to you any specific wilderness recommendation, but we have reviewed each area in question. We compared the data with the forest plans and have determined which acres have the greatest and least impact on jobs and motorized recreation.

We believe it is vital that some boundaries be adjusted and in some cases entire areas be excluded to ensure present and future jobs are not affected, and all remaining lands should be released with the certainty that they can be utilized within reasonable constraints of professional land managers.

These lands have been studied for a number of years and additional study or special management stipulations will only delay the decisionmaking and continue to polarize the issue. Congressional action to give special management direction in perpetuity to lands not designated for wilderness in our belief is shortsighted and not good land management practice.

Much of the land which is proposed to be released is excluded from entry by industry or motorized recreation. The Forest Service has determined that, at least for the first planning cycle, certain lands should be treated with special protective measures.

But they recognize that lands presently excluded from entry may accept development in a new generation with improving technology and management skills. And even those lands where entry for mineral exploration or timber harvesting is allowed, every tree will not be cut and the entire hillside will not be dotted with thousands of oil rigs.

There are sufficient environmental controls and ever-improving methods that allow for entry without damage to our water and land.

Senator, Montanans are justifiably proud of the open spaces and clean air and water that gives the quality of life in this State a special dimension. Montana people must work in order to achieve a good quality of life. So we must be sure that employment opportunities for the people are not nullified through the passage of a wilderness bill.

The economy of Montana has been and will continue to be highly dependent on the basic resource industries of agriculture, mining, forest products, and oil and gas. And the question should not be whether we develop our natural resources or not, but rather how can we meet the needs of the American people and how can we provide for Montanans jobs at meaningful wages without degradation to our land and water.

We can stabilize our Montana economy and provide the services that we need in our cities if the decisions are made here that allow for industry to make the investments necessary to capitalize on our natural resources.

Thank you.

[The prepared statement of Mr. Micone follows:]

Statement of the Western Environmental Trade Association
Before the U. S. Senate Energy and Natural Resources Committee
March 22, 1988, Washington D. C.

Introduction:

My name is Mike Micone, the Executive Director of the Western Environmental Trade Association. WETA is a statewide coalition based in Helena, Montana organized for the purpose of promoting economic and job opportunities while protecting our physical environment. This coalition is supported by members from agriculture, labor, recreation, business and industry, as well as individuals and other associations.

The Western Environmental Trade Association has been involved in land-use issues since its inception in 1976. The structure utilized by WETA in analyzing governmental land management decisions has been a committee charged with making recommendations to a 39 member board of directors. Members of this committee represent a wide variety of users of our public lands including interests from agriculture, labor, timber, mining, oil and gas, snowmobilers, and 4 x 4 recreationists. The board of directors is responsible in making the final decision on all policy matters which reflect a consensus of all user groups.

History:

In 1979, it was believed that the Roadless Area Review and Evaluation (RARE II) would resolve the controversy that Montanans had faced since 1972. WETA embarked on a concentrated effort to carefully scrutinize each roadless area. The land-use committee actively solicited comments from each user group affected and compiled a document that reflected their concerns. WETA concurred with 173,300 acres for wilderness classification of the 4 million acres of roadless areas reviewed. This review did not include areas under study by actions of S. 393 which identified specific areas for special consideration. Our recommendation compared with 594,000 acres recommended by the Forest Service and 600,000 acres proposed by Governor Judge in 1978.

Governor Schwinden reevaluated the proposal submitted by Governor Judge and in 1984 recommended that over 1 million acres be included in the wilderness system. This proposal also excluded consideration of those areas identified under S. 393.

Since that time, the Forest Service has completed its evaluation of the roadless areas in Montana, and the forest plans now reflect their determination of the management of each of the areas in question. Although a number of the plans are under appeal and awaiting an administrative decision, implementation is proceeding and the forests are being managed as specified in the plans.

Management of Forest Plans:

The forest plans reflect a variety of disciplines in the management scheme. They have been developed with the goals in mind to provide a range of quality recreation; maintain and improve wildlife habitat; manage vegetation to provide optimum forage; maintain high quality water resources;

provide for a sustained timber yield; and provide for exploration and development of minerals and energy resources. Not every interest agrees with the management decisions of the forest plans, but the direction dictates circumstances that certain areas will receive special treatment at least during the first plan cycle.

The Congress has, over recent years, imposed its will in the management of the public lands. At times, the decision of the Congress has been contrary to the decisions made by the professionals responsible for management of the lands. Congress should not legislate the manner in which those lands not designated as wilderness should be managed. Legislated special management is not good management practice, as it removes the flexibility that managers on the ground require to ensure a proper mix of use and which enhances the resources. In addition, the direction given by Congress on these lands is in most cases clouded as they attempt to satisfy a variety of special interests. These actions are causing problems for the forest service in that it encourages further appeals of their decisions and further polarizes the debate on land management.

Wilderness Debate

The wilderness issue has been before the Congress of the United States for over twenty years. The debate has intensified in the western states as these are the states of vast public ownership of land and where a major portion of our natural resources exist. Montana is no different.

Approximately 30 percent of Montana is federally owned with much of that land receiving special treatment. Glacier National Park and that portion of Yellowstone National Park in Montana is managed by the U. S. Park Service and totals 1.2 million acres. There are 3.4 million acres designated as wilderness; 1.1 million acres are included in National Wildlife Refuges; and approximately 100,000 acres designated as primitive areas. These lands are managed by the U. S. Forest Service and total 4.6 million acres. In addition, lands managed by the Bureau of Land Management have been withdrawn from entry as a result of studies being made to consider them for wilderness. Presently there are approximately 9 million acres in Montana that prohibit multiple use and are set aside for single use activity.

The amount of land set aside for single purpose is larger than a number of states combined.

The Western Environmental Trade Association does not advocate elimination of existing wilderness areas, but we believe that sufficient lands exist in Montana that are protected by Congressional action. Our primary concern has been, and continues to be, the impact additional wilderness designation will have on jobs in Montana now and in the future.

We sincerely believe that the federal agencies responsible for management of our public lands can utilize a variety of methods to maximize the use of these lands and yet protect them from any long term damage.

While the federal agencies continue to upgrade and improve management techniques, preservationists press for single use approaches which they believe are the best tool for treating the lands.

In the early years of the debate, it appeared logical that a few unique areas, which met the qualifications for wilderness, should be set aside; the rationale being that areas should be available for quiet and solitude. But as these desires were met, the cry began to be heard for the protection of wildlife, wildlife habitat, fisheries and water. As the Forest Service improved its management skills to ensure protection of these resources, the issue became one of economics. Fearful that the Forest Service was able to provide development opportunities while protecting the environment, the preservationists turned their attention to the cost of harvesting timber. Due to the manner in which the case was presented, they made it appear that every section of timber offered for sale was costing the American people money. Now the thrust has become one of casting wilderness as the solution to Montana's economy by attracting tourism dollars to the state.

One might agree with the argument that harvesting timber is costly to the American people, if, as is presented by the preservationists, the entire cost of a particular sale should be charged to that sale. If the cost for preparation is distributed over a number of sales the costs are greatly reduced and thus no deficit will exist. In addition, the American people receive a number of benefits not charged to the initial costs. Recreational access is developed at no charge and improved forage is developed due to the harvesting activity. The timber deficit issue is one the Forest Service must account for and provide for the allocation of cost to the users that benefit from the initial activity.

A far more shallow proposition is the effort to state that tourism is the solution to Montana's economic stability, and attempt to link wilderness recreation and tourism as being one and the same.

Wilderness as a Factor in Montana Economy:

Tourism is a significant part of the overall economic base of Montana, but there is absolutely no evidence to support the contention that wilderness recreation is a major component of the tourism dollar. A report by the Forest Service indicates that from 1980 - 1986, wilderness recreation has experienced stable or declining use with no significant growth forecast for the future.

The argument that more wilderness areas should be created: (1) to satisfy a future growth in demand; and (2) to capitalize on Montana's fastest growing industry - tourism, prompted the Western Environmental Trade Association in August 1987 to commission a report from the Bureau of Business and Economic Research at the University of Montana (attachment 1.) The bureau has a renowned reputation for its statistical and analytical works on the Montana economy. They analyzed a number of previous studies to review the trends in outdoor recreation and the contribution the nonresident users of wilderness make as a component of the Montana economy. Their conclusions are as follow:

(1) Rapid historic growth rates do not necessarily mean similar increases in the future, and significant increases in one type of outdoor recreation need not be accompanied by parallel trends in all forms of this activity. In particular, they cite a number of outdoor recreation activities that are not growing as rapidly as they once did, or are even declining. For

example, closures and consolidations among manufacturers of backpacking and camping gear have occurred, and the sale of certain sporting goods are noticeably cyclical, rather than continuously increasing.

(2) Total recreation use on national forest lands in Montana increased at a rate of 3.2 percent per year during 1970 - 1980, but increased at only 0.6 percent between 1980 - 1986.

(3) There has been a significant slowdown in the rate of growth in the use of Montana wilderness areas. Eight of Montana's twelve wilderness areas experienced stable or declining recreation use between 1980 and 1986. The one exception to this is the most recently created Lee Metcalf area (1984).

The number of visitor days in the Bob Marshall grew an average of 3.8 percent per year between 1970 and 1980, while the corresponding figure for the 1980 to 1986 period was a decline of 2.1 percent per year. This decline corresponds with the increase in the Lee Metcalf area which can be assumed to be a shift of visitors from one area to another.

(4) Activities often associated with wilderness use have relatively slow growth rates or even decline while the fastest growing activities are those less likely to occur in wilderness areas, such as viewing scenery and organized camp use.

Although recreation use of wilderness will continue in Montana, the report suggests that past recreation growth should not be automatically translated into a justification for wilderness areas to satisfy future needs.

The report next analyzed the direct contribution wilderness areas make to Montana's economy as a component of nonresident travel.

Basic industries are a major determinant of economic trends in a local economy. Those are industries that depend heavily on out-of-state markets or are influenced by factors originating beyond the Montana border.

The U. S. Bureau of Economics Analysis, in 1985, reported the three largest basic industries in Montana were agriculture, the federal government, and the wood products industry. Workers earned $913 million in these three industries of the total $1.7 billion for all basic industries.

Labor income associated with nonresident travel during 1985 was $109 million or about 6.4 percent of the economic base. The nonresident wilderness users was estimated to be about $9.5 million or less than 10 percent of nonresident travel and about 1/2 of 1 percent of the total for all basic industries. This total includes the labor income of outfitters and guides associated with nonresident visitors, as well as a portion of the labor income of persons working in sporting goods stores, motels, restaurants, and other businesses which sell goods to persons visiting Montana wilderness.

In summary, wilderness areas are not a major component of Montana's economic base. If the present wilderness areas could double the number of nonresident visitors, it would still only account for 1 percent of the state's economic base.

Montana Public Opinion Surveys:

The people of Montana have consistently expressed the view that development of our natural resources is very important, and that development of our public lands is essential.

In a public survey conducted by the Bureau of Business and Economic Research in November 1985, (Attachment 2), 6 in 10 respondents offered a strong endorsement as to the importance of this development to the state's economy; 9 in 10 considered development at least fairly essential. Less than 8 percent considered the pace of development as being too fast or too high.

When assessing the industries for responsible citizenship, Montanans are very complimentary with only 23 percent having an unfavorable impression.

While Montanans continue to support the protection of our existing wilderness, they have continued to oppose the inclusion of additional lands into the wilderness system. Further, they are very receptive to development adjacent to designated wilderness and national parks.

In a public opinion survey in 1982, Montanans, by an overwhelming majority (71 percent), said there is an adequate amount or too much wilderness. Regardless of age, sex, and political preference, those favoring more wilderness in Montana were outnumbered by more than two to one by those believing there is currently an adequate amount.

Subsequent surveys have expressed similar views on the level of wilderness. In 1986, 84 percent of the residents favored the concept of wilderness protection but only 25 percent believed there was not enough wilderness.

In a similar five-county survey regarding oil and gas development, 95 percent felt natural resource development was important to the state's economy, 88 percent thought oil and gas development was important to the economy, and 69 percent believed natural resource development had little or no effect on outdoor recreation.

Time and again, the people of Montana have expressed the view that: (1) natural resource development is essential to Montana's economy; and (2) there is an adequate amount of wilderness presently in Montana.

WETA Conclusions:

Montana currently has 3.4 million acres of wilderness, created by 10 separate bills since the landmark national wilderness act was passed in 1964. For the most part, these lands met the qualifications to pass the wilderness test as envisioned by those who authored the Wilderness Act.

Much of the land proposed for wilderness today is roaded, includes mining claims or evidence of activity, and just does not meet the qualifications to be included in the Montana wilderness system. In addition, valuable commercial timber, important to the continued operation of local mills and community stability, is included in the proposals.

The number of acres should be reduced to only those lands that are in keeping with the true spirit of the 1964 Wilderness Act and where wilderness would be the most appropriate designation after all factors are considered.

WETA reviewed each area in question, compared the data available within the forest plans, and has determined which acres have the greatest and least impact on jobs and motorized recreation in Montana. It is vital that some boundaries be adjusted, and in some cases, entire areas should be excluded to ensure present and future jobs are not affected. (Attachment 3)

The remaining lands studied under RARE II and S. 393 should be released with the certainty that they can be utilized within reasonable constraints of professional land managers. These lands have been studied for a number of years, and additional study or special management stipulations will only delay the decision-making and continue to polarize the debate.

Congressional action to give specific management direction in perpetuity to lands not designated for wilderness is shortsighted and not good land management practice. Much of the land which is proposed to be released is excluded from entry by industry and motorized recreation. The Forest Service has determined that at least for the first planning cycle, certain lands should be treated as primitive or for other protective measures, but they recognize that lands presently excluded from entry may accept development in a new generation with improving technology and management skills.

Even those lands where entry for mineral exploration or timber harvesting is allowed, every tree will not be cut, and the entire hillside will not be dotted with thousands of oil rigs. Sufficient environmental controls exist and ever improving technology and methods allow for entry and development without damage to the land and water.

Montanans are justifiably proud of the open spaces and clean air and water that gives the quality of life in this state special dimension. We all want to maintain this quality of life, but it is essential that we evaluate the social costs of maintaining stringent programs of control.

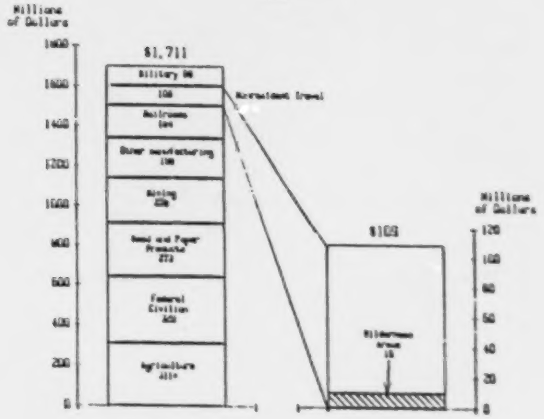
Montana's people must work in order to achieve a good quality of life, so we must be sure that employment opportunities for the people of the state are not nullified through passage of a wilderness bill.

The economy of Montana has been, and will continue to be, highly dependent on the basic resource industries - agriculture, mining, forest products and oil and gas. The question should not be whether we develop our natural resources or not, but rather how can we meet the needs of the American people, how can we provide jobs for Montanans at meaningful wages without degradation to our lands and water.

Montana's economy can stabilize and prosper and communities can provide the needed services, if decisions are made here that allow industries to make the necessary investments to capitalize on our natural resources.

ATTACHMENT 1

Labor Income in Basic Industries
Montana
1985



Source: U.S. Bureau of Economic Analysis, Regional Economic Information System, unpublished data, Washington, D.C., 1986.

*Adjusted for drought.

Recreation in Montana Wilderness Areas
1970, 1980, and 1986
(In Thousands of Visitor Days)

Area	1970	1980	1986	Average Annual Percent Change 1970-80	Average Annual Percent Change 1980-86
Absaroka-Beartooth	60.0	304.5	304.3	17.6	0.0
Anaconda-Pintler	18.5	41.3	40.1	8.4	-0.5
Bob Marshall	114.5	166.3	146.2	3.8	-2.1
Cabinet Mountains	9.3	38.2	9.2	15.2	-21.1
Gates of the Mountains	1.9	4.7	3.3[b]	9.5	-5.7
Great Bear	NA	23.3	37.8	--	8.4
Lee Metcalf	16.9	14.4	35.4	-1.6	16.2
Mission Mountains	5.3	13.5	11.0	9.8	-3.4
Rattlesnake	NA	NA	3.7	--	--
Scapegoat	NA	48.4	23.4	--	-11.4
Selway-Bitterroot[a]	56.0	62.5	64.9	1.1	0.6
Welcome Creek	NA	2.3	1.9	--	-3.1

Source: U.S. Forest Service, Washington D.C. and Missoula, unpublished data, 1987.

NOTES: A "recreation visitor day" is a measure of recreation use of land and water which aggregates twelve person-hours. May entail one person for twelve hours, twelve persons for one hour, or any equivalent combination of individual or group use, either continuous or intermittent. Data for 1970 refer to calendar year, while 1980 and 1986 refer to fiscal years. NA denotes not available.

[a] Montana portion.

[b] 1985 data.

ATTACHMENT 2

An Overview

Most Montanans look favorably upon resource development. They see it as important to the economic health of the state.

A substantial number see resource industries as developing too slowly, although a larger group describes the pace as about right. Almost no one sees it as too rapid. There is considerable uncertainty as to the current health of the industries. They are generally viewed as unhealthy or static -- "not declining, but not thriving either."

Most of those surveyed said their overall impression of natural resource industries is favorable. Marks for citizenship are lower, although few people say the industries are poor citizens.

Resource development on public lands (other than wilderness or national parks) receives widespread approval. A majority is willing to permit development adjacent to wilderness areas; there is some resistance to mining adjacent to national parks.

A significant number of Montanans appear to lack information about natural resource industries. When asked about the pace of development, the health of the industries, overall impressions, and industry citizenship, it was not unusual for as many as one-fifth to one-third of those questioned to say they could not answer.

Importance to the State Economy

Nine respondents in ten said they consider natural resource development in general at least fairly essential to the state's economic health, while easily six in ten offered a stronger endorsement, labeling it "very essential" (table II.1).

However, except for lumber and wood products, which received an identically high assessment, the level of importance attributed to individual industries was somewhat lower. No less than about seven in ten considered the other activities at least fairly essential to the state economy, but considerably fewer described them as very essential -- about five in ten for oil and gas production, somewhat fewer (45 percent) for coal mining, and roughly three in ten for hard rock mining.

Pace or Level of Development

Hardly any (8 percent or less) said they consider the pace or level of development activity to be too fast or too high, for natural resource development in general or any of the four industries (table II.1).

Respondents were most likely to describe the pace or level of current activity as about right (32 percent to 51 percent). A smaller number (20 percent to 37 percent) said that development activity is proceeding too slowly.

However, for hard rock mining, the most frequent response was actually no response -- 35 percent were unable to assess the pace of development, suggesting comparatively less public awareness of the industry's present situation. To a lesser degree, the public also had some difficulty assessing the current pace of coal development in the state -- 23 percent had no opinion.

Impressions of the Industries

Overall Health. Not many Montanans view the state's resource industries as thriving and successful. In fact, many take a somber view, particularly for hard rock mining and the lumber and wood products industry (table II.2).

About 23 percent had no opinion on the current health of the hard rock mining industry, but most of those who did described it as unhealthy and declining (42 percent). Fewer (31 percent) described it as in between "thriving" and "unhealthy."

Assessments of the lumber and wood products industry were more evenly divided. Some 42 percent saw it as being in a somewhat static position, in between "thriving" and "unhealthy," while almost as many (37 percent) described it as unhealthy and declining.

The oil and gas and coal mining industries were most often considered to be in an in-between position (roughly five in ten). However, by comparison with the other industries, significantly more respondents considered these two industries to be thriving and successful (20 percent and 24 percent, respectively).

General Impressions. Montanans are very complimentary in describing their overall impressions of the industries, but they are noticeably less complimentary when assessing each for responsible citizenship (table II.2).

At most, only 23 percent have an unfavorable impression overall of any of the industries. Some are perceived more favorably than others, with the lumber and wood products industry leading the pack, followed by oil and gas. By comparison, overall impressions of the coal and hard rock mining industries were somewhat less favorable. About a fourth claimed to have no impression of the hard rock mining industry.

A similar, if less complimentary, pattern emerged when respondents were asked to assess each industry's performance as a responsible citizen. Lumber and wood products again received the most positive rating -- 53 percent said it is doing a good job or better, while only 4 percent said it is doing a poor job. Ratings of the other industries were less positive.

Respondents were most likely to describe the pace or level of current activity as about right (32 percent to 51 percent). A smaller number (20 percent to 37 percent) said that development activity is proceeding too slowly.

However, for hard rock mining, the most frequent response was actually no response -- 35 percent were unable to assess the pace of development, suggesting comparatively less public awareness of the industry's present situation. To a lesser degree, the public also had some difficulty assessing the current pace of coal development in the state -- 23 percent had no opinion.

Impressions of the Industries

Overall Health. Not many Montanans view the state's resource industries as thriving and successful. In fact, many take a somber view, particularly for hard rock mining and the lumber and wood products industry (table II.2).

About 23 percent had no opinion on the current health of the hard rock mining industry, but most of those who did described it as unhealthy and declining (42 percent). Fewer (31 percent) described it as in between "thriving" and "unhealthy."

Assessments of the lumber and wood products industry were more evenly divided. Some 42 percent saw it as being in a somewhat static position, in between "thriving" and "unhealthy," while almost as many (37 percent) described it as unhealthy and declining.

The oil and gas and coal mining industries were most often considered to be in an in-between position (roughly five in ten). However, by comparison with the other industries, significantly more respondents considered these two industries to be thriving and successful (20 percent and 24 percent, respectively).

General Impressions. Montanans are very complimentary in describing their overall impressions of the industries, but they are noticeably less complimentary when assessing each for responsible citizenship (table II.2).

At most, only 23 percent have an unfavorable impression overall of any of the industries. Some are perceived more favorably than others, with the lumber and wood products industry leading the pack, followed by oil and gas. By comparison, overall impressions of the coal and hard rock mining industries were somewhat less favorable. About a fourth claimed to have no impression of the hard rock mining industry.

A similar, if less complimentary, pattern emerged when respondents were asked to assess each industry's performance as a responsible citizen. Lumber and wood products again received the most positive rating -- 53 percent said it is doing a good job or better, while only 4 percent said it is doing a poor job. Ratings of the other industries were less positive.

Respondents were most critical of hard rock mining, but they were also more likely to have no opinion of that industry (34 percent).

Location of Development

The issue of whether commercial resource development activities should or should not be allowed adjacent to wilderness areas and national parks and on other government lands is one on which almost every Montanan apparently has an opinion, even with respect to hard rock mining. No more than 7 percent had no opinion (table II.3).

Montanans are very receptive to development activity on government lands not in wilderness areas or national parks. Roughly eight respondents in ten said each type of activity -- timber cutting, oil and gas extraction, and coal and hard rock mining -- should be allowed on these government lands.

They are more receptive than not to development activity adjacent to wilderness, and least receptive to development adjacent to national parks.

With respect to wilderness areas, coal mining generated the most reservation among the public. Fifty-one percent said coal mining should be allowed adjacent to wilderness areas, but almost as many (45 percent) felt it should be prohibited.

A majority of the respondents said the other types of development should be allowed adjacent to wilderness, but they were more receptive to timber cutting (70 percent) and oil and gas extraction (64 percent) than to hard rock mining (55 percent).

While the public was least receptive to development activity adjacent to national parks, it was not necessarily opposed. Respondents were again most receptive to timber cutting; 60 percent said it should be allowed. They were also more receptive than not to oil and gas extraction; 56 percent said it should be allowed, while 42 percent were opposed.

Opinions were divided about hard rock mining; 49 percent said it should be prohibited, but almost as many (45 percent) felt it should be allowed. Coal mining again generated the most opposition -- a majority, 54 percent, said coal mining should be prohibited adjacent to national parks, while 43 percent would allow it.

THE PUBLIC PERCEPTION

- Resource industries are important to the economic health of the state.
- Few Montanans view the state's resource industries as thriving and successful.
- Almost no one sees the current pace or level of development as too fast or too high.
- Overall impressions of the industries are favorable, but marks for responsible citizenship are somewhat lower.
- Development adjacent to wilderness is more acceptable than that near national parks, and few object to development on other government lands.
- Substantial numbers of Montanans lack awareness about the state's resource industries.

Table 1
Montanans' Assessment of Natural Resource Development in the State

	Natural Resource Development in General	Lumber and Wood Products Manufacturing	Oil and Gas Production	Coal Mining	Hard Rock Mining
Importance to the state's future economic health					
Very essential	64%	63%	52%	45%	28%
Fairly essential	29%	30%	36%	39%	41%
Not too essential or not essential at all	4%	4%	9%	10%	22%
Don't know	2%	4%	3%	6%	9%
Current pace or level of development					
Too fast or too high	7%	8%	5%	6%	2%
About right	46%	44%	42%	51%	32%
Too slow or too low	35%	33%	37%	20%	31%
Don't know	10%	14%	15%	23%	35%

Source: University of Montana, Bureau of Business and Economic Research, *Natural Resource Development in Montana: A Survey of Montana Public Opinion* (Missoula, Montana, 1986) for the Western Environmental Trade Association, Helena, Montana.

Note: The percentage detail may not add to 100 because of rounding.

Table 2
Montanans' Impressions of Resource Industries in the State

	Lumber and Wood Products	Oil and Gas	Coal Mining	Hard Rock Mining
Current health of the industry				
Thriving and successful	14%	20%	24%	3%
Static: Not thriving or declining	42%	46%	45%	31%
Unhealthy and declining	37%	20%	14%	42%
Don't know	8%	13%	16%	23%
Overall impression of the industry				
Favorable	78%	72%	63%	51%
Unfavorable	11%	16%	21%	23%
Don't know	11%	12%	16%	26%
Performance as a responsible citizen of the state				
Excellent	6%	5%	5%	3%
Pretty good	47%	38%	34%	22%
Only fair	29%	30%	29%	28%
Poor	4%	8%	10%	12%
Don't know	14%	19%	22%	34%

Source: University of Montana, Bureau of Business and Economic Research, *Natural Resource Development in Montana: A Survey of Montana Public Opinion* (Missoula, Montana, 1986) for the Western Environmental Trade Association, Helena, Montana.

Note: The percentage detail may not add to 100 because of rounding.

Table 3
Montanans' Attitudes regarding the Location of Natural Resource Development Activity

	Timber Cutting	Oil and Gas Extraction	Coal Mining	Hard Rock Mining
Adjacent to wilderness areas				
Should allow	70%	64%	51%	55%
Should prohibit	28%	33%	45%	39%
Don't know	2%	3%	3%	7%
Adjacent to national parks				
Should allow	60%	56%	43%	45%
Should prohibit	38%	42%	54%	49%
Don't know	2%	2%	4%	6%
On other government lands*				
Should allow	85%	83%	78%	79%
Should prohibit	11%	12%	17%	15%
Don't know	3%	4%	5%	6%

Source: University of Montana, Bureau of Business and Economic Research, *Natural Resource Development in Montana: A Survey of Montana Public Opinion* (Missoula, Montana, 1986) for the Western Environmental Trade Association, Helena, Montana.

Notes: The "Allow" and "Prohibit" categories each include some who gave those responses but with some qualification of their response. Percentage detail may not add to 100 because of rounding.

*Government lands other than those in wilderness areas and national parks.

ATTACHMENT 3

WETA ANALYSIS OF HR 2090

AREA	ACREAGE PROPOSED	MAXIMUM IMPACT	MINIMUM IMPACT
East Pioneer	80,430	47,560	32,870
West Pioneer	169,818	169,818	
Italian Peaks	25,391		25,391
West Big Hole	124,777	124,777	
Anaconda-Pintler Addn.	32,080	17,920	14,160
Lee Metcalf	22,000	12,660	9,340
Selway-Bitterroot Addn.	55,630	6,730	48,900
Blue Joint	28,500		28,500
Stony Mountain	70,030	36,030	34,000
Absaroka-Beartooth	6,000		6,000
Lost Water Canyon	10,500	640	9,860
Sapphires	67,600	39,050	28,550
Tobacco Roots	6,505	6,505	
Cottonwood Lake	8,600	8,600	
Electric Peak	19,000	19,000	
Flint Creek Range	39,900	3,840	36,060
North Fork	118,150	118,150	
Mission Mtn. Addn.	960	960	
Jewel Basin-Swan	129,500	70,800	58,700
Bob Marshall Addn.	11,482		11,482
Crazy Mtn. Land Consol.	131,500	131,500	
Gallatin Land Consol.	155,000	155,000	
Hyalite/Porcupine/B.H.	24,000	24,000	
Hyalite NRA	26,000	26,000	
Earthquake	22,000	1,920	20,080
Republic Mountain	480	480	
Camas Creek	28,300	3,200	25,100
Mount Baldy	15,000	4,480	10,520
Gates of the Mountains	10,500		10,500
Elkhorn NRA	175,716	175,716	
Black Mountain	8,500	8,500	
Mount Helena NRA	5,400	5,400	
Nevada Mountain	21,000	21,000	
Ten Lakes	33,100	19,540	13,560
Cabinet Mtn. Addn.	35,500	35,500	
Ross Creek Cedars	700		700
Scotchman Peaks	51,500	51,500	
Silver King/Falls Creek	41,100	41,100	
Renshaw	39,500	2,900	36,600
Choteau Mountain	13,900	9,600	4,300
Teton	6,200		6,200
Volcano Reef	2,500	2,500	
Deep Creek	56,000	15,500	40,500
Gibson Resevoir	26,700	12,160	14,540
Big Snowies	21,500		21,500
Quigg Peak	49,000	17,400	31,600
Great Burn	94,000	37,100	56,900
Clearwater-Montoure	65,560		65,560
TOTALS	2,187,009	1,485,036	701,973

Senator **Melcher**. Thank you.
Jack Salmond.

STATEMENT OF JACK SALMOND, CHOTEAU, MT

Mr. **Salmond**. Thank you, Senator Melcher. Mr. Chairman and members of the committee: I am Jack Salmond of Choteau, MT. My family and I own land along the east slope of the Rocky Mountains. The western boundary of our ranch is the Lewis and Clark National Forest for some 17 miles. It is on these lands where my ancestors have lived for over 100 years.

There have been major changes in private lands along the front since I testified before the Subcommittee on Public Lands and Reserve Water in Great Falls, MT, on July 9, 1983. We now have the Boone and Crockett Club, the Montana Department of Fish, Wildlife, and Parks, and the nature conservancy with considerable holdings.

The Bureau of Land Management is also in a program to acquire more land.

Contiguous to these private lands is the Rocky Mountain division of the Lewis and Clark National Forest, comprising 750,000 acres, of which 385,000 or about 50 percent is now in wilderness classification. Adjacent to this forest lie the 1.5 million acres of the Great Bear, Bob Marshall, and Scapegoat wilderness areas. It is this last corridor of 365,000 acres that has generated so much controversy.

The history of these lands demonstrates a great use by the American people. In this buffer zone, one will found 9,000 AUM's for 30 livestock allotments, ten developed campgrounds, one ski area, 117 special use resorts, 14 outrigger and guide permits, and 86 miles of road.

Water from the Lewis and Clark Forest irrigates over 300,000 acres of agricultural land in Teton, Ponderay, Lewis and Clark, and Glacier Counties. Because of recent court decisions, there seems to be a precedent set where wilderness areas create new federal reserve water rights. This issue must be resolved in the Montana wilderness bill whereby the Federal Government is required to go through the State water court system.

Oil and gas exploration has played a major role along the Rocky Mountain front. Over the past years, we have had three dry wells drilled on our property. This past summer, seismic lines were conducted by helicopter.

None of these activities have degraded the environment or seem to harm wildlife. Oil companies must be allowed to explore this last remaining corridor. The economic benefits to landowners and other citizens of Montana could be substantial of these companies are allowed to continue exploration.

One of the greatest assets of the Rocky Mountain Front is its wildlife. Every major species of wildlife has been studied by the Montana Department of Fish, Wildlife, and Parks. Under their management, these species have prospered and grown in numbers—a testimonial to the fact that multiple use management does work.

The thrust by the public in the last few years has been recreation. Whatever outdoor activity is involved, people want to enjoy the front. It therefore seems imperative that the public should not be locked out of these areas by wilderness designation.

Whatever areas Congress chooses as wilderness should meet the requirements of the 1964 Wilderness Act. The Forest Service and other groups interested in retaining this balance or multiple use along the front have designated very few acres as wilderness. We hope Congress listens to their proposals.

In conclusion, it is my desire to work with the Montana delegation to help resolve the wilderness issue. Putting the lands in the wilderness study is not the answer. The time has come to designate what is wilderness and to release the rest.

Let us get on with this process.

Thank you for allowing me to testify here today.

Senator MELCHER. Bob Garner, it would be helpful if you can identify the most significant of the trails the Trail Bike Riders Association are interested in.

Bob Bushnell, I do not know whether we have got testimony on snowmobile activity on the front that is adequate. Did Dave Bliss send you something to present?

Mr. BUSHNELL. Senator, I did give it to the secretary.

Senator MELCHER. It will be made part of the file, and we will review that.

It is very good testimony from this panel. Thank you.

Senator BAUCUS.

Senator BAUCUS. I have no questions. I want to thank you all for what you said. It helps a lot and we appreciate it.

Thank you.

Senator MELCHER. Our next panel is: Richard Kuhl, Flathead Chapter, Montana Wilderness Association; John Gatchell, Program Director, Montana Wilderness Association; Al Luebek, Big Hole Watershed Coalition; J.B. Anderson, Big Hole Ranchers Association; and Clayton Huntley, Big Hole Ranchers Association.

I guess, Richard, you are to begin.

STATEMENT OF RICHARD A. KUHL, FLATHEAD CHAPTER, MONTANA WILDERNESS ASSOCIATION

Mr. KUHL. Thank you, Mr. Chairman. I am Richard Kuhl. I am a resident of Kalispell, MT. I represent the Flathead members of the Montana Wilderness Association, the Audubon Society, and the Sierra Club. My written testimony describes our wilderness recommendations in detail.

I would also like to place on the record this map which shows our specific boundary proposals, as well as a description of all timber contracts on the Flathead National Forest.

Since the delegation has reached agreement on many of the Flathead areas which seem to coincide with our proposals, I would like to focus my testimony on one area which seems to be in doubt, Thompson-Seton.

First I would like to present a quick overview of the Flathead wilderness situation. Flathead roadless areas do meet the definition of wilderness stated by Congress according to the Flathead forest plan. That includes Thompson-Seton.

The USGS rates most of the Flathead area zero to low for oil and gas potential. That includes Thompson-Seton.

Hard rock mining is absent from the areas and not anticipated. That includes Thompson-Seton.

No groom or snowmobile trails are within the proposal. That includes Thompson-Seton.

The timber conflict is minimal. If adopted, our proposals would protect 288,000 of quality wilderness, while subtracting only 15,000 acres of suitable timberland from the Flathead timber base of 671,000 acres, a 2-percent decline.

There would be no decline in the actual cut during this 10-year planning period, and in fact with our wilderness proposals the annual cut would rise from the present 100 million board-feet to about 146 million board-feet over the next 50 years.

I should also like to point out that most of the Flathead's high-quality timberlands, those areas capable of growing over 85 cubic feet per acre per year, are now included in the present timber base, 98 percent to be exact.

A wilderness-timber conflict does not exist in the Flathead by any reasonable measure. Public support in the Flathead for wilderness is substantial and continues to grow. Just last week, the Hungry Horse News supported the wilderness proposals found in H.R. 2090 and S. 1478, and I would like to place that editorial on the record.

A proposed Ernest Thompson-Seton wilderness, named after turn of the century writer, naturalist, and cofounder of the Boy Scouts who wrote a story about the area, is described in detail in the appendix of my written statement. I ask that this picture by John Fredericks of Pullbridge, MT, be included in the record. It is a view of Thompson-Seton looking north into Canada from Massacoin Mountain.

The vegetation of Thompson-Seton ranges from riparian western red cedar to alpine meadows. Grizzly bears thrive. Wolves are once gain howling. Other critters include lynx, black bear, wolverine, deer, and golden eagles.

We would like to see the north slope of Akinkoka Mountain added to the wilderness bills H.R. 2090 and S. 1478. Although a portion of Akinkoka Mountain would include a proposed timber sale, the actual area contains one of the last remaining old growth groves of trees in the North Fork. Ninety percent of the old growth below 5,000 feet is now gone from the North Fork area, and the value of this old growth is documented by forester Jim Manicus.

In addition, the steep slopes of the Akinkoka hover over Well Creek, which spawns 22 percent of the bull trout found in Flathead Lake. These are trophy fish, reaching 20 pounds in weight and three feet in length. Bull trout are highly susceptible to sedimentation and in fact are used as indicator species for water quality.

Losing this fishing resource is not worth the risk of logging a few steep thousand acres on the most erodable soil type found in the Flathead National Forest.

Past congressional criticism focused on the octopus shape of Thompson-Seton. We have reworked out boundaries and I will include a couple of letters, description sheets of justification for our boundaries and why we made them.

Finally, it should be pointed out that including Hefty Two Check in Thompson-Seton as wilderness will send a clear signal to our Canadian neighbors that we are serious about protecting the North Fork and will create pressure on them to do likewise as they consider the development of the Cabin Creek Mine.

My time has run out. Please consider my detailed written testimony on the Lost Jack area and the Columbia Mountain portion of Swancress.

And I would just like to add that I have hiked and climbed extensively in the Scotchman Peaks and Cabinet Mountain areas during the fifties and sixties. I climbed every major mountain in the Cabinets and the Scotchmen, and those are worthy additions to the wilderness system.

Thank you.

[The prepared statement of Mr. Kuhl follows:]

TESTIMONY OF RICHARD A. KUHL,
CONCERNING THE EFFECTS OF H.R. 2090
AND S. 1478 ON THE FLATHEAD REGION
OF NORTHWEST MONTANA.

PRESENTED BEFORE THE COMMITTEE ON
ENERGY AND NATURAL RESOURCES OF THE
UNITED STATES SENATE, 21-22 March 1988.

Trinkus Lake, high in the Swans east of the village of Swan Lake. June.

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TESTIMONY OF RICHARD A. KUHL, KALISPELL, MONTANA

CONCERNING H.R. 2090 and S. 1478

Mr. Chairman, my name is Richard Kuhl. I'm a resident of Kalispell, Montana. I began working in Montana in 1958, on the Kootenai National Forest, and I spent more than 10 years as wilderness ranger in the Selway-Bitterroot Wilderness. I'm here today on behalf of the Flathead members of the Montana Wilderness Association, Audubon Society, and Sierra Club, to offer testimony concerning Northwest Montana, especially the Flathead. In particular, I will address the effects of H.R. 2090 and S. 1478 on these proposed wildernesses: Ten Lakes, Tuchuck, Mount Hefty, Thompson-Seton, Swan Crest-Jewel Basin, Swan Front, North Mission Addition, Limestone Caves, Lost Jack, and Slippery Bill. I will also address in limited detail several areas in the Kootenai-Clark Fork country.

On the whole, H.R. 2090 and S. 1478 make tremendous progress toward resolving wilderness allocation questions for the Flathead. Several issues are settled. Others can be settled with boundary improvements.

We are satisfied with the boundaries for Ten Lakes, Tuchuck, Mount Hefty, the North Mission Addition, Limestone Caves, and Slippery Bill. These issues are settled.

We are satisfied with much of the boundary for the Swan wildernesses, especially south of Thunderbolt Mountain. We do have concerns regarding boundary locations in certain areas of the Swan, particularily north and east of Thunderbolt Mountain, and north of the Jewel Basin Hiking Area.

We are extremely pleased with the inclusion of the Thompson-Seton area, which H.R. 2090 and S. 1478 aggregate, with Tuchuck and Mount Hefty, into the North Fork Wilderness. We do, however, have concerns regarding the location of the boundary on Akinkoka Mountain and Cleft Rock. We also support naming this wilderness for Ernest Thompson-Seton.

We strongly urge adding Lost Jack to the Bob Marshall Wilderness.

We oppose extinguishing the names Great Bear Wilderness and Scapegoat Wilderness.

We support the sections of the bills which mandate the study of a horse trail west of Jewel Basin.

Wilderness Suitability of Flathead Alternative W Lands

The proposed wildernesses (and additions to existing wildernesses) listed above are located primarily on the Flathead National Forest, which has approximately 495,000 acres of roadless lands. Thompson-Seton and Tuchuck are partly located on the Kootenai National Forest. The Swan Front occupies approximately 9,000 acres on the Lolo National Forest.

According to the Flathead National Forest, which performed the roadless area evaluations including areas on adjacent forests):

> The Flathead non-wilderness roadless areas meet the definition of wilderness stated by Congress. They provide the potential for meeting some of the National, Regional, and Forest wilderness need because of the opportunity for solitude, primitive recreation, natural integrity, and outstanding scenery and appearance. They also contain ecological and other features of particular scientific and scenic value, within a relatively intact ecosystem. (FNF Forest Plan FEIS, III-15)

The areas identified above were specifically addressed by the Flathead National Forest's recreation staff officer, Dr. Gerald Stokes, in his staff paper of 6 February 1984, "1920, Land and Resource Management Planning; 2320, Wilderness and Primitive Areas." I have a copy of Dr. Stokes' paper with me, and ask that it be placed into the hearing record. Stokes found that "...several areas are of prime wilderness value. These are: Swan Front (including Bunker and Sullivan Creek areas; Swan Crest; North End (Tuchuck, Mt. Hefty and Thompson-Seton); South Fork (Big Bill/Spotted Bear River and Lost Jack Creek). Dr. Stokes' conclusion merits special attention:

> We have the opportunity to recommend additions to the National Wilderness Preservation System that are *unique and significant on a national scale*. This opportunity exists only to a very limited degree elsewhere in the lower 48 states. *We have the opportunity to recommend areas where on a local scale the conflicts and tradeoffs are minimal and on a national scale they are insignificant*. These are the situations the Forest Service should consider taking advantage of in its effort to meet wilderness resource needs. The combination of high quality wilderness attribute roadless areas and relatively low resource conflict presents us with a rare opportunity to enhance our image with those segments of our constituency that have historically perceived the Forest Service as anti-wilderness." (Emphasis added.)

Appended to this testimony are essays describing the three North Fork Flathead areas (Tuchuck, Mount Hefty, and Thompson-Seton), the Swan Crest-Jewel Basin, and the Swan Front.

In addition, we have supplied each member of Montana's delegation in Congress with an album of photographs representative of the Flathead's Alternative V areas.

We have also provided Senators Melcher and Baucus with a set of maps of our wilderness proposals. Most of the master maps are 1:24,000 scale topographic maps. We have also overlaid our boundaries on a 1/2" = one mile planimetric Flathead National Forest management area planning map, which is particularily useful as it shows at a glance how our proposal is affected by the forest plan's preferred alternative. I have a copy of that map with me, and ask that it be placed in the hearing record.

Hard rock mining

Hard rock mining does not present a problem on the Flathead National Forest:

No commercial ore deposits are known to exist on the Flathead National Forest. Since no commercial site depostis of hard rock minerals have been discovered on the Flathead national Forest over the last 70 years, it is anticipated that no mines will be developed in the immediate futur . (Flathead Forest Plan EIS, II-21)

Timber

There is not, by any reasonable standard, a timber conflict with wilderness on the Flathead, neither in the designations of H.R. 2090 and S. 1478, nor in our proposal, which is displayed in the table below.

SUMMARY OF ALTERNATIVE V IN THE FLATHEAD

PROPOSED WILDERNESS	Acres, Flathead	Acres, Kootenai	Acres, Lolo	AC Suitable for Timber
Tuchuck	17,500	2,300	0	0
Mount Hefty	13,700	0	0	0
Thompson-Seton	61,000	25,000	0	2,400
Swan Crest-Jewel Basin	68,100(a)	0	0	4,100
Swan Front	111,800(b)	0	9,000	6,500(c)
North Mission Addition(d)	1,000	0	0	400
Lost Jack	4,000	0	0	1,800
Limestone Caves(e)	5,200	0	0	0
Slippery Bill(e)	6,300	0	0	0
TOTALS	288,600	27,300	9,000	15,200(f)

NOTES

(a) Forest Service's proposed wilderness is approximately 31,700 acres.

(b) Forest Service's proposed wilderness is approximately 54,800 acres.

(c) Flathead National Forest's wilderness proposal contains approximately 1,800 suitable acres.

(d) Initially recommended for wilderness by Governor Ted Schwinden.

(e) Initially recommended by the Flathead National Forest. Limestone Caves is an addition to the Bob Marshall. Slippery Bill adds to the Great Bear.

(f) The FNF's timber base (suitable) is 671,000 acres. Alternative V's effect on timber production would be too small to measure, as the lands in question are for the most part steep, of low productivity, and expensive to access.

The wilderness designations of H.R. 2090 and S. 1478 contain approximately 3,000 acres (2,000 FNF, 1,000 KNF) of land suitable for timber management. Alternative V contains approximately 15,000 acres of land deemed suitable for timber management (and would release some 100,000 acres of roadless suitable timberland to non-wilderness multiple use under the forest plan, provided of course that such development were environmentally sound). Neither H.R. 2090, S. 1478, nor Alternative V would have a significant adverse effect on the Flathead National Forest's ability to produce wood fiber.

We are cognizant of the role of the timber industry in the local economy. For that reason, our proposed wilderness boundaries were located to minimize timber conflicts. This was not difficult, for Flathead conservationists know these areas well from years of on-the-ground experience. Furthermore, the fact that the areas which we propose for wilderness remain roadless indicates that the timber on them is of low value. As the Forest Service reports:

> The inventoried roadless areas on the Flathead National Forest are primarily high alpine ridges, with productive timberlands only on the lower elevation fringes. About one-third of the roadless inventory is tentatively suitable timberlands. Much of that acreage is economically unsuitable or very marginal for economical harvesting and future management. (Flathead Forest Plan EIS, IV-11)

How a timber conflict is defined is of the utmost importance. The most reasonable definition is: "suitable timberlands" which would be withdrawn from the timber base were an area added to the wilderness system. The suitable base should be that of the preferred alternative for the forest plan for the forest in question.

Now, it will be argued by those who seek guaranteed logging rights to virtually all national forest timber that the conflict is really with what the Forest Service calls "tentatively suitable timberlands," e.g., those lands capable of producing at least 20 cubic feet of wood fiber per acre per year. This minimum biological growth standard is a traditional definition of commercial forestland---*and a crude and obsolete yardstick*. Much such land cannot meet even minimal standards for economic efficiency, and for that reason alone was excluded from the Flathead National Forest's base of lands suitable for timber management.

That timber base, incidentally, contains 630,429---or more than 98 percent---of the FNF's 643,700 acres of prime timberlands (lands capable of producing at least 85 cubic feet of wood fiber per acre per year), and virtually all of the FNF's old growth (200+ years) below 5,000 feet elevation. These facts convincingly refute those who claim that the FNF is not doing enough for the timber industry. Actually, from a reasonable multiple use perspective, this mal-allocation of prime land and old growth, which occurs at the expense of wildlife, recreation, and the preservation of biological diversity, is both unwise and of dubious legality.

Reducing the acreage of the Flathead National Forest's timber base by 2.2 percent would not significantly affect timber production. Indeed, it probably would not affect it at all, for only one timber sale (Akinkoka, discussed below with reference to Thompson-Seton) is scheduled within Flathead Alternative V areas during the coming decade. That sale is already in trouble because of nonwilderness water quality, wildlife, and economic concerns. Furthermore, at least one study (O'Toole and Mahlein, 1987) concludes that the current level of timber harvest on the Flathead national Forest could be maintained *even if the timber base for the FNF's preferred alternative were reduced by 175,000 acres!* Clearly, deleting 15,200 acres of marginal timberland from the FNF's 671,000-acre timber base would have no measurable effect on the local economy.

Oil and Gas

Oil and gas should not be a factor in an attempt to balance wilderness values against commodity production values. The best evidence suggests that the potential of the roadless areas to produce oil and gas is minimal. According to the U.S Geological Survey (Geological Survey Circular 902-G, "Petroleum Potential of Wilderness Lands in Montana," by William J. Perry, Jr., Dudley D. Rice, and Edwin K. Maughan), oil potential is "zero" for Tuchuck, Mount Hefty, Thompson-Seton, the Swan, and the North Mission Addition, and "low" for Lost Jack, Limestone Caves, and Slippery Bill. They concluded that gas potential is "low" for Tuchuck, Mount Hefty, Thompson-Seton, the Swan, and the North Mission Addition, and "medium" for Lost Jack, Limestone Caves, and Slippery Bill. Because of the rugged nature of these areas, prudent businessmen are unlikely to squander scarce resources drilling holes in them.

SITE SPECIFIC COMMENTS

Thompson-Seton

Thompson-Seton (North Fork Wilderness). We are extremely pleased that H.R. 2090 and S. 1478 add most of the Thompson-Seton roadless area to the National Wilderness Preservation System. Thus, what is perhaps the wildest country, and best grizzly bear habitat, in the lower 48 states, is accorded the highest possible protection. It is a tribute to the authors of HR. 2090 and S. 1478 that they have recognized, and decisively acted to protect, Thompson-Seton's outstanding values.

We do ask for reconsideration of the location of the wilderness boundary on the southern slope of the Whale Creek drainage, and along the southeast slopes of Cleft Rock.

H.R. 2090 and S. 1478 place the boundary on the summit of Akinkoka Mountain, thus denying wilderness protection to the tremendous old growth wilderness resource of cedar, larch, grand and subalpine fir, and spruce, on the mountain's north face. Forest researcher Jim Menakis, who examined the stands, found them to be classic examples of "textbook quality" old growth. Dr. Rosalind Yanishevsky, of Resources Limited, reports that aggressive logging has virtually extinguished other such stands in the North Fork.

Extinction of this resource would deprive future generations of Americans of the opportunity to experience this part of the North Fork primeval. Moreover, the inevitable damage associated with roading the Akinkoka area would seriously degrade the drainage's already heavily impacted watershed. Inclusion of Akinkoka's north face in the wilderness would not only protect the area's intrinsic wilderness values, but would provide the highest possible protection for the Whale Creek watershed and Whale Creek's outstanding, and irreplacable, bull trout spawning gravels, which provide 22 percent of the bull trout spawning in the Flathead River drainage, and 44 percent of the spawning in the North Fork system.

This spawning system is what supports Flathead Lake's world-class bull trout fishery, which produces lunkers up to three feet in length and from 3-20 pounds in weight. Protecting this fishery is of especial importance today given the decline of the Kokanee salmon fishery.

It is our understanding that the north face of Akinkoka was excluded from the bills because part of the proposed Akinkoka timber sale would be located in the wilderness. In our judgment, this sale is doomed---not because of wilderness considerations, but because logging on these steep, erosive slopes, would result in unacceptable damage to fisheries and wildlife habitat, at a loss to taxpayers (John Grove, May, 1986).

Over the past three decades, the Whale Creek drainage has been logged in a manner which can be best described as strip mining. Further damage to this watershed simply is not acceptable to any reasonable person. This sale will ultimately be shelved, wilderness or not. For that reason, Akinkoka does not, in actuality, present a bona fide timber/wilderness conflict.

Less well known, but of equal biological importance, are the old growth stands along the southeast slopes of Cleft Rock, which forms the divide between Trail and Whale Creeks. Because the northern Whitefish Range was heavily burned by the savage fires of the early 1900s, little prime old growth, and the biological community dependent upon it, remains. It is a special element of the wilderness resource of the Thompson-Seton wildlands, and deserves the protection of the Wilderness Act.

Adding Tuchuck, Mt. Hefty, and Thompson-Seton in their entirety to our wilderness system also sends to our neighbors in Canada---where a giant open pit coal mine is proposed *just six air miles from Glacier National Park*---a clear signal that the Flathead Drainage is a world class resource that must not be degraded.

Finally, we ask that these three wild areas be named the Ernest Thompson-Seton Wilderness, to honor the turn-of-the-century explorer, author, and naturalist. Appended to this testimony is a letter from Thompson-Seton's biographer, H. Allen Anderson, who says, "Certainly, the Ernest Thompson-Seton Wilderness would be a fitting memorial to one who dedicated his life to the preservation of the America that once was."

We also note that by thus honoring Ernest Thompson-Seton, we would be spared the confusion of having two North Fork Wildernesses. The first was established in California, in 1984, by Public Law 98-425.

Swan Range

Wilderness designation for this area is supported by the Montana Department of Fish, Wildlife, and Parks. See appended letter from Allen A. Elser.

(1) Bunker Creek. The H.R. 2090/S. 1478 boundary is a tremendous improvement over the bills of 1984 and 1986. It does much to protect the area's outstanding wilderness qualities.

This is one of the remotest places in the Swans, a region of deep canyons, rugged mountains, fast streams, and excellent wildlife habitat, particularily for the grizzly bear, but also for species such as mountain goat (which, thanks to excessive roading, has been hunted and poached out of many areas in the Swans). Bunker offers outstanding opportunities for solitude and primitive recreation, as Judge Robert Sykes, a long time supporter and user of the area, would tell you were he alive today.

We recommend taking the final step toward wilderness protection for the Bunker Country by extending the boundary eastward to Bunker Peak and the summit of Chipmunk Mountain, as depicted on the maps that we have provided. This boundary was located in large measure on the recommendation of wildlife biologist Douglas Chadwick, who spent several years in the area studying mountain goats. His recommendations address the security and habitat needs of the grizzly bear as well as the mountain goat. The highly readable account of Chadwick's experiences as a goat researcher appear in his internationally acclaimed book, A Beast the Color of Winter (1983).

(2) Swan Lake Backcountry. Located immediately behind the village of Swan Lake, this handsome land contains a trio of picturesque lakes, Bond, Hall, and Trinkus, two deep and cliffy canyons, and steep and unviolated mountainsides extending down to the very edge of the community.

Prior to its mark-up in the House, H.R. 2090 placed the wilderness boundary too high on the mountainside to protect the area's wilderness resources. We believe that placing the boundary lower on the mountainside better protects the wilderness resource, and makes the wilderness more manageable.

S. 1478's boundary location is better positioned to protect this backcountry. Along Hall Creek, the boundary should be improved by bringing it down to coincide with the boundary of the Flathead National Forest.

(3) Noisy Face. This is the great western face of the Swan Range that forms the eastern wall of the Flathead Valley and provides the priceless scenery which so attracts people to the area.

As Bigfork resident George Darrow recently reported in a letter to Senator Melcher:

> Fifty-thousand residents of the Flathead Valley look to the scenic integrity of the Swan Range as the special, incomparable backdrop for their lives and their daily activities. *Tens of millions of dollars of real estate development, residential, commercial, and recreational properties are predicated upon and sustained by the matchless scenery of the northern Swan Range.* The future economic growth of the Flathead Valley significantly hinges upon protecting

this irreplaceable scenic asset. (10 January 1988)

This wisdom is widely accepted throughout the Flathead region. Twice within the last five years, the Bigfork Chamber of Commerce has endorsed wilderness protection for the Swan Range. The text of that organization's progressive resolution of 29 April 1987, unanimously adopted, states:

> The crest of the Swan Range and its west face fronting toward the Flathead Valley is an economic resource of immense value to the 50,000 people living in the Flathead Valley. It is valuable as scenery, watershed, wildlife habitat, and a recreational playground. The future economic growth of the Flathead in clean industry, visitor services, and facilities is dependent upon maintaining its integrity. A huge real estate value in homes, offices, and visitor facilities has been predicated upon preserving its natural state. These values are immensely more valuable in our economy than the small amount of marginal timber present in the fragile and unstable upper slopes of the Swan Range and are incompatible with timber production there.
>
> For these reasons, and as a community whose present and future economic well being are dependent upon maintaining the viewshed, the watershed, and the natural habitat of the Swan Range fronting on the Flathead Valley, the members of the BIGFORK CHAMBER OF COMMERCE give their whole hearted support to the designation of the Jewel Basin-Swan Crest-Swan Front as a wilderness area connected to the Bob Marshall Wilderness Area.

If not added to the National Wilderness Preservation System, the Noisy Face's wilderness values will be lost. There is not much suitable timber on this face, perhaps 800 acres, but what is there will be logged, and undoubtedly logged in a manner which degrades the scenery. If managed under the Flathead Forest Plan (the wisdom and legality of which are under challenge by 39 appeals), these 800 acres will be devoted to "timber management with roads," and a visual quality objective (VQO) of "partial retention." There are two VQO's, "preservation" and "retention" which provide greater protection for scenery, but these were abjured by the Flathead National Forest because scenery protection and logging are mutually exclusive activities: the Forest Service wants to saw these trees down, come Hell, high water, or scenic preservation.

This point was underscored last summer by an incident on the Bitterroot National Forest. As the 18 June 1987 *Missoulian* reports, one of the finest views in the Bitterroot Valley was badly damaged---"vandalized" is a more accurate description---by a Forest Service timber sale in an area designated as a "prime viewing area," where cutting units were supposed to be "visually compatible with the existing landscape." According to the report, "Forest officials admit the cuts are unsightly and could have been better planned...'We try to anticipate what things are going to look like, and we didn't do a very good job.'"

That's all it takes: one mistake laying out one timber sale, and irreplacable scenery is destroyed for generations. The Bitterroot situation proves that the sawlog biased Forest Service attitudes and practices that enraged citizens in years past still rule the ranger districts and planning staffs. There is every reason to suppose that an ugly fate awaits the Noisy Face should the protection of its beauty be entrusted to the aesthetic sensibilities of the Forest Service.

A choice must be made, but there is less conflict here than first appears. Whatever value these timber stands have as sawlogs is more than offset by their value for scenery, wildlife habitat, recreation land, and watershed. Furthermore, these stands are not needed to meet the FNF's timber production objectives. As O'Toole and Mahlein note, current timber targets could be met with 175,000 fewer acres in the timber base.

Prior to mark-up in the House, H.R. 2090's Noisy Face boundary was located too high on the mountainside. S. 1478's boundary is properly located along the Swan south of Deer Creek. North of Deer Creek, the boundary is too high to afford protection to either the scenery or the lower stretches of the Crater Notch and Broken Leg Trails. Between the Jewel Basin Road (No. 5392) and Deer Creek, the boundary should be located as depicted on the accompanying map.

(4) Swans North of Jewel Basin. H.R. 2090 locates the northern boundary of the Swan wilderness at the northern end of the Jewel Basin Hiking area, thus denying wilderness protection to Fawn, Doris, Jenny, Lamoose, and Strawberry Lakes, and the Alpine Trail between Columbia Mountain and Jewel Basin. Were this section of the Swan added to the NWPS;, it would be possible to begin a unique wilderness journey less than a mile from the Flathead River. One could enter the wilderness just above the valley floor, climb to the ridgetop, from where the Alpine Trail leads down the Swan, and eventually cross the Bob Marshall's wilds to the Rocky Mountain Front. What a grand adventure that would be. We suspect that none like it exists in the U.S. outside of Alaska.

We recognize that the Northern Swan is one area where mutually exclusive recreational activities increase the difficulty of resolving wilderness allocation questions. Some motorized use does occur in this area, but due to the rugged terrain, motorized visitation is not high.

In 1984, Stokes determined that in the *entire* Swan Crest roadless area, *which is much larger than the proposed wilderness*, annual motorcycle use was only 75 recreation visitor days (RVD). Snowmobile use was only 800 RVD. Actual use within the proposed wilderness is undoubtedly lower than the level reported for the roadless area:

> (1) Within the proposed wilderness, the western face of the Swan Range north of Jewel Basin is so steep and treacherous that reasonable men find the mere thought of snowmobile activity to be downright incredible.
>
> (2) There are no groomed snowmobile trails in this area, or in any other proposed wildernesses on the Flathead.
>
> (3) East of the Swan divide, between Jewel Basin and Columbia Mountain, such snowmobile activity as does occur, occurs almost exclusively along old logging roads and the cut-over basins at their western ends. Examples would be the Lost Johnny and Doris roads and cuts. Above these openings (which are not regenerating well), the terrain quickly steepens, becoming unsuitable for safe family snowmobiling.
>
> (4) The few machines that are infrequently taken higher, occasionally into the outer edges of the proposed wilderness, are dangerous, expensive, ear-splitting, souped-up contraptions, the

successful control of which requires a dare-devil's nerves and disdain for longevity.

We are confident that reasonable Americans do not regard these rare, near suicidal excursions into precipitous, avalanche-prone areas as a valid reason for denying the benefits of wilderness protection to this magnificant area.

In the Swans south of Jewel Basin, Stokes found that motorized use was so low as to "...not reach the District personnel threshold of awareness..." By comparison, natural powered use is high. Annual hiking use in the Jewel Basin alone ranges from 10,000 to 15,000 RVD.

Stokes' data were transmitted to Montana's delegation in Congress by FNF Supervisor Brannon in letters and maps dated 10 June 1984. A copy of Stokes's tabulations are appended to this testimony.

It is our conviction that wilderness constitutes the highest and wisest use of the Northern Swan. We ask that H.R. 2090 and S. 1478 be improved to extend wilderness protection to the Swans from Jewel Basin to Columbia Mountain, as depicted on the maps we have submitted.

(5) Swan Horse Trail Study. We strongly support the sections of H.R. 2090 and S. 1478 which mandate a feasibility study of a wilderness horse trail west of the Jewel Basin Hiking Area. Construction of such a trail would provide riding opportunities not now available, yet protect the wilderness hiking experience status quo in the 15,368-acre Jewel Basin.

Lost Jack

We urge adding 4000-acre Lost Jack to the Bob Marshall Wilderness. This narrow strip of land between the Bob Marshall Wilderness and the South Fork Flathead wild river has excellent wildlife habitat. For years, it has been a defacto part of the wilderness. Officially adding it to the Bob would maintain the on-the-ground status quo.

Equally important, wilderness designation would prevent the boondoggle expenditure of $470,000 of taxpayers' money to build a 12-mile wilderness destruction road which would (a) access what even the Forest Service admits is "low value" timber, and (b) wipe out the usefullness of a trail which is now profitably used by wilderness visitors and outfitters.

Trout Creek

Trout Creek is the last major unroaded drainage in the Lower Clark Fork area. As an intact drainage, and the only remnant of the unspoiled land encountered by our forebearers, this drainage will be an important source of baseline data for water quality and wildlife. Trout Creek has an outstanding elk herd.

These resources require the protection of the Wilderness Act.

Cabinet Mountains Wilderness Additions

The peak-studded scenic grandeur of the Cabinets equals that of Glacier National Park. These alpine features are enhanced by rich displays of wildflowers and important wildlife resources.

The Cabinets occupy the transition zone between the Pacific Northwest and the much less moist Rocky Mountain climate. Vegetation not abundant in other parts of Montana thrives here. The creek bottom ferns and thick devil's club growing in the shade of moss-laden cedar and hemlock resemble Pacific Coastal forests and are unique to Montana.

To protect this vegetation, and to preserve the forest trails now outside the wilderness boundary, it is imperative that the additions depicted on the Alternative W map produced by the Montana Wildlands Coalition be made to the Cabinets.

Scotchman Peaks

Some of the most rugged and highly glaciated country in western Montana is found here. Few trails penetrate this wild and tangled country. Fourteen years of heroic citizen effort, which includes a wilderness agreement with ASARCO, have so far saved Scotchman Peaks from the bulldozer.

The Pellick Ridge area, including Napolean, Star, Hamilton, and Blacktail drainages were denied wilderness protection by S. 2790 (1986). The northern boundary of Pellick Ridge needs to be extended down to the Bull River to include the few remaining patches of cedar forest.

Great Bear and Scapegoat Name Extinction

S. 1478 would erase from the map the names Great Bear Wilderness and Scapegoat Wilderness. We are not wildly excited about this provision, and ask that it be struck from the bill.

Although the Scapegoat-Bob Marshall-Great Bear complex should be managed as one unit (and presently is), the separate identity of each of these wildernesses should be preserved so that its history, an important cultural resource, will not be lost. Both the Great Bear and Scapegoat were added to the wilderness system because of the efforts of concerned citizens---efforts that were in part opposed by the Forest Service. Only because Congress listened to the American people, do these areas now enjoy the protection they so richly enjoy.

The Scapegoat was the first defacto wilderness area to be added to the system following the passage of the Wilderness Act. Its establishment was a watershed event in this nation's history of public lands allocation. The Great Bear was established to protect and celebrate the grizzly bear, and to provide a wilderness link between Glacier National Park and the Bob Marshall.

Much would be lost, yet nothing gained, were the names of these areas to be extinguished.

During mark-up in the House, H.R. 2090 was revised to provide that the names "Great Bear" and "Scapegoat" would be retained as "units" of a greater Bob Marshall Wilderness. Although we cannot embrace this compromise with unrestrained enthusiasm, we can accept it.

CONCLUSION

I'd like to conclude by returning to what I said at the beginning of my testimony: H.R. 2090 and S. 1478 make significant progress toward resolving wilderness allocation questions in the Flathead. Many issues are settled. Most of the rest have been reduced to questions of fine-tuning. We look forward to working with Senators Melcher and Baucus and the members of this committee to finish what little is left of the job.

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O'Toole, Randal, and Mahlein, Dieter. 1987. *Review of the Flathead Forest Plan and Final EIS*. Cascade Holistic Economic Consultants, 425 West Third #2, Eugene, Oregon 97401, (503) 686-CHEC.

Stokes, Gerald. 6 February 1986. *1920, Land and Resource Management Planning; 2320, Wilderness and Primitive Areas*. Flathead National Forest staff paper.

--------------. 29 April 1985. *2300, Recreation, 1920 Land and Resource Mgmt. Planning. Subject: Wilderness Allocation*. Flathead National Forest memorandum to forest planning staff. Letter to Stankey, letters from Stankey and McCool attached.

H. Allen Anderson
3419 24th St.
Lubbock, TX 79410

February 10, 1987

The Honorable Larry Combest
United States House of Representatives
Washington, D.C. 20515

Dear Mr. Combest:

I am writing on behalf of the proposed Ernest Thompson Seton Wilderness in western Montana near Glacier National Park. Having read the description and boundary rationale, a copy of which I am enclosing, I believe that such a wilderness area would be a major step forward in this Nation's move to preserve and protect our remaining wilderness areas.

The proposed wilderness is named for Ernest Thompson Seton, wildlife artist, naturalist, outdoors writer, and co-founder of the Boy Scouts of America. I have recently published a biography of Seton (The Chief: Ernest Thompson Seton and the Changing West) and find his life and works fascinating. During the Progressive Era he was one of the leading spokesmen for wilderness preservation and conservation of our wildlife. Throughout his life he made countless field trips to various wilderness areas, including Montana, to observe wildlife behavior and gather material for his books like Wild Animals I Have Known, which were immensely popular among young people of that era. During the past decade, Seton's works have begun to enjoy a revival in popularity.

Certainly, the Ernest Thompson Seton Wilderness would be a fitting memorial to one who dedicated his life to the preservation of a portion of the America that once was. On behalf of the Montana Wilderness Association, I consider this proposal worthy of your consideration.

Sincerely,

H. Allen Anderson

enclosure

September 17th, 1987

Senator Max Baucus
211 North Higgins Ave.
Missoula, Montana 59801

Dear Senator Baucus,

I would like to call your attention to the quality of old growth habitat located on Akinkoka Mountain, on the Flathead National Forest. This area is under discussion for proposed wilderness.

Rosalind Yanishevsky of Resources Limited contacted me to look over the area and provide an educated opinion of the quality of old growth habitat in this area.

In the past year I have worked with Dr. Robert Pfister (University of Montana) on the development of an Old Growth Classification for the Nez Perce National Forest. The classification established a set criteria based on stand structure that could be used to identify old growth habitat. From my experience of visiting about 75 old growth stands, I believe that I am qualified in identifying old growth habitat.

Out of over 100 stands tested by Pfister's Old Growth Classification System in Western Montana and Idaho only 20 percent meet all the criteria. Akinkoka Mountain old growth habitat would easily fit into this 20 percent. Based on experience I believe that the forest on Akinkoka Mountain contains some of the best old growth habitat in Western Montana.

If you have any questions, please feel free to call me.

Sincerely,

James Menakis
Research Aide
P.O. Box 9144
Missoula, Montana 59807

CAPITAL INVESTMENT FY 90

C25 - NARRATIVE NUMBER 24
C26 - VICINITY MAP NUMBER S.B.2

C1 - PROJECT NAME Lost Jack
CATEGORY: B FOREST PRIORITY: 1 MIH: E
$ COSTS: $ [redacted] ROAD MILES: 12(C)
250,000 - 500,000

PROJECT DESCRIPTION:

Actual work will consist of 12 miles of construction of service level "D" and "C" roads in an unroaded area, includes one temporary bridge crossing.

This project is located past Spotted Bear Ranger District and the haul is over 60 miles. It accesses low value timber composed of mature high risk stands. The area is classified as Mule-Deer and Elk winter habitat suitable for timber production.

The project is bounded on two sides by the Bob Marshall Wilderness and on a third side by the Wild and Scenic River Corridor. This is a narrow strip of land between cliffs below Spotted Bear Mountain and the South Fork of the Flathead River. This transportation system is an extension of the Spotted Bear Mountain transportation system which has already been built. Essentially this will complete the transportation network.

Combining Spotted Bear Mountain and Lost Jack and treating past road investments in Spotted Bear Mountain as a sunk cost generates a B/C ratio greater than 1.

RESOURCES SERVED:

Approximately 1,900 acres will be served by this system all of which is Elk and Mule Deer habitat suitable for timber production.

1st ten years	8.0 MMBF
2nd ten years	2.0 MMBF
3rd ten years	5.0 MMBF

TIMBER SITUATION:

The stands consist of high risk Lodgepole and Spruce with some Larch and Douglas Fir. The objective is to provide optimum management objectives. This is 20% of the districts five year plan.

CONFLICT POTENTIAL:

High. Due to proximity to wilderness, Wild and Scenic River plus increased access to wildlife areas.

DEVELOPMENT:

Project has been located and surveyed and E.A. is completed but not signed.

ORV USE IN DESIGNATED ROADLESS AREAS
CY 1983 USE IN RVD

AREA NAME	Snowmobile Use	% of Total[1]	Motorcycle Use	% of Total[2]
Swan Crest SC 485 Swan Front SF 485	800	6.2%	75	1.1
Middle Fork Flathead MF 485	625	4.8	0	–
East South Fork Flathead ES 485	2	–	1	–
Thompson Seaton TS 483	37	.2	37	.5
Young-Nasukoin YN 124	100	.8	75	1.1
Benchmark BM 126	1	–	1	–
Coal Ridge CR 127	100	.8	95	1.5
Deadhorse Ridge DH 128	200	1.6	105	1.6
Standard Peak SP 129	75	.6	30	.4
Le Beau L 1507	0	–	3	–
Total[3]	1940	15.0%	422	6.7%

Total Snowmobile Use - 12,805 RVD
Total Trail Bike Use - 6,260 RVD
Total Recreation Use - 869,760 RVD

[1] % of total snowmobile use.
[2] % of total trail bike use.
[3] Less than 1% of total recreation use.

Montana Department
of
Fish, Wildlife & Parks

Region One
P.O. Box 67
Kalispell, MT. 59901

May 7, 1986

Richard A. Kuhl
Chairman, Flathead Chapter
Montana Wilderness Assoc.
P.B. Box 43
Kalispell, Mt. 59901

Dear Mr. Kuhl,

Montana Department of Fish, Wildlife and Parks supports designation of the Jewel Basin-Swan Crest as a new wilderness area.

We are concerned that wilderness areas should protect and enhance the native flora and fauna. We do know that the lakes and streams within the Jewel Basin-Swan Crest area harbor non-native fish. The treatment of the four Jewel Basin lakes is being proposed to eliminate a source of non-native trout that do contaminate native fish within and downstream from the proposed wilderness area.

We appreciate the support Montana Wilderness has shown for the Jewel Basin lakes rehabilitation.

Best Regards,

Al Elser by/M.J. Aderhold

Allen A. Elser
Regional Supervisor

AE:ns
cc: Jim Vashro
Joe Huston

SWAN-JEWEL WILDERNESS (Proposed)

Flathead National Forest
Roadless Inventory Unit SC-485
1983 Net Roadless Acres: 106,900
Recommended Wilderness: 64,700

March, 1985

I. Description

The proposed Swan-Jewel Wilderness is located entirely on national forest land in the Swan Range, which forms the eastern boundary of the Flathead Valley in Northwestern Montana. Little known outside the immediate region, the Swan Range is actually one of Montana's major mountain ranges.

The western side of this fault block range is extremely steep, with average slopes exceeding 40 percent. Mount Aeneas, a commanding scenic presence, rises from the valley floor, 3000 feet above sea level, to over 7500 feet in under two miles, an elevation difference and grade that is not untypical. Because base elevations are only 3000 feet above sea level, the Swan's absolute elevations are low compared to those of ranges farther south, but local relief is comparable.

Geologically, the Flathead Valley is considered part of the great Rocky Mountain Trench that begins in the Mission Valley and extends 800 miles to the North.

The proposed wilderness begins on the northern end of Columbia Mountain and ends at Sixmile Mountain, just north of the town of Swan Lake, where the range takes a pronounced jog to the west. The maximum length would be 30 miles, the maximum width, six miles. Elevations range from 3200 feet on Columbia Mountain to 7542-foot Big Hawk Mountain. Ninety percent of the land is above 5000 feet, 52 percent is above 6000 feet.

Vegetation consists of mixed conifer stands at lower elevations, giving way to sparse whitebark and limber pine stands higher up. Pockets of old growth spruce are found in isolated basins.

Dozens of lush, flower strewn meadows grace the area, especially in the southern section, where terraced, hanging gardens remind travelers of Logan Pass in Glacier National Park.

Snowfall is heavy. At higher elevations, the snowpack can exceed 10 feet, and often lingers on into mid-July.

Numerous glacial basins, mostly facing east, scallop the crest. More than 50 subalpine lakes gleam in glacial basins in the high country, making this part of the Swan Range one of the most heavily watered mountain regions in Montana. All streams discharge into the Flathead River system.

II. Wilderness Qualities

(A) History. Local residents began examining the feasibility of adding the Swan Range, from Columbia Mountain to Inspiration Pass, to the Bob Marshall Wilderness in the mid-1950s. During the initial phase of this effort, the Flathead National Forest was persuaded to recommend, prior to the passage of the Wilderness Act of 1964, classifying the 15,360-acre Jewel Basin as a Wild Area under Regulation U-2. In 1967, both the Regional Forester and the Flathead National Forest recommended that Jewel Basin be added to the National Wilderness Preservation System. From the historical context, it is clear that the present Scenic Area designation for Jewel Basin was intended to provide interim protection for the area until it could be added to the wilderness system.

The outstanding character of the Swan-Jewel has been recognized from at least the time of Woodrow Wilson's Presidency. On September 14, 1919, the congregation of Helena's First Unitarian Church listened intently as Reverend Eugene Milne Cosgrove preached a sermon entitled "Jewel Basin: The Enchanted Land of this, Our Montana." Having just returned from the area, Cosgrove was unstintin its praise:

> "I have made trail through the hinter-land of the Canadian Rockies to where the Aurora Borealis from the Polar skies make the northern light glorious half the cycle of the year. But for kaleidoscopic lights and shadows: for octaves of tone and color: for stupendous vistas and the unending variety of the moods and forms of Nature, Jewel Basin is, to the vision of my experience, the most charmed and charming spot in all the world."

Nine years later, Bob Marshall himself hiked through the Northern Swan, ascending Mount Aeneas from Echo Lake, near Bigfork. He then walked to Spotted Bear via Clayton Lake, Handerchief Lake (in his hiking log for August 28, 1928, he called the lake "Hauling Chief Lake) and the South Fork Flathead---in one day. Marshall continued up the South Fork to Big Prairie. On the evening of September 2, 1928, he reached the lodge at Holland Lake.

(B) Wilderness amenities. Grab your Kelty pack and fishing pole. This is walking country, known nationally for its lakes and fisheries. More than 70 miles of trail provide access to most lakes and basins. The Alpine Trail, one of Montana's hidden treasures, begins at Columbia Mountain and follows the crest south, offering spectacular views of Glacier National Park, the Great Bear, the Bob, the Missions, even the Cabinets. It is possible to hit the trail near Badrock Canyon and ride or hike through roadless country all the way to the Rocky Mountain Front. 2

Recreation use is predominately hiking, with significant amounts of horse use along the trails outside of Jewel Basin. Winter recreation is principally skiing and snowshoeing. Avalanche danger is high near the divide. The Flathead National Forest reports that motorized use of the area is non-existent south of Jewel Basin, and just a small fraction of total use north of the hiking area.

More than 30 lakes contain significant fisheries. Cutthroat, Yellowstone cutthroat, westslope cutthroat, and rainbow trout are such powerful lures that many sportsmen forswear mowing lawns to take to the high country. The ability to quickly reach fishable lakes make the Northern Swan a popular destination for both the blue-jeans and sweatshirt set, and Fancy Dans with their Kevlar fly rods and Gore-Tex knickers.

Big game abounds. Elk, mule and whitetail deer, and black bear are common. The treatened grizzly is solidly established. According to the Montana Department of Fish, Wildlife, and Parks, the Northern Swan's grizzly habitat is among the 30 percent best grizzly habitat in Northwestern Montana. In its draft forest plan, the Flathead National Forest has proposed classifying the area of Jewel Basin and south as Situation One grizzly habitat.

Over the years, there have been a number of confirmed sightings of the endangered Rocky Mountain Gray Wolf.

Other species include fisher, pine marten, mountain goat, wolverine, and Canadian lynx.

III. Resources

(A) Minerals. The Swan is not a mineralized range, has no history of economic finds, and has no significant potential for hardrock mining.

(B) Oil and gas. Speculative interest in the Overthrust Belt has* resulted in most of the Swan Range being leased for gas and oil. Only that portion of the Jewel Basin Hiking Area which lies a mile or more inside the boundary has not been leased.

No drilling has occurred. Due to the complex geology and rugged terrain, hydrocarbon recovery would be difficult and expensive, provided economically recoverable deposits exist. The Swan is not thought to be a high priority area; initial drilling in the region has occurred only in the flatter territory west of Kalispell.

(C) Timber. The Flathead National Forest has identified 7355 acres of suitable timberland within the proposed boundary. This is 1.03 percent of the FNF's total suitable timberland. The contribution to the long term sustained yield would be 300,000 cubic feet per year, or 0.73 percent of the FNF's long term

*All leases have been suspended pending the appeal of Conner vs. Burford.

sustained yield. In practical terms, this deletion from the timber base would not affect the ability of the forest to meet local needs:

> "The location of the scheduled harvest is not affected under alternatives that recommend wilderness in the Swan Crest (Swan-Jewel) and Swan Front areas. This is a result of wilderness recommendations (especially the Swan Crest and Swan Front proposals from MWA), being designed to minimize conflict with commercial quality timberlands." (Flathead National Forest forest plan supplemental Draft Environmental Impact Statement, page III-15.)

Part of the stands in question are located on the western face of the Swan in the region of the Noisy Face Timber Sale that has drawn fire from local residents. Re-evaluation of this proposed sale, located in visually and hydrologically sensitive terrain, will probably result in the area being deleted from the suitable category.

IV. Boundary Rationale

The entire Swan-Jewel wilderness proposal is located on national forest land; none abutts private property. This has been ascertained by comparing the proposal's 1:24,000 maps with those of the Flathead National Forest.

The boundary conforms to topographic and cultural features and is easily locatable. Several east running ridges, Jimmie Ridge among them, were excluded to enhance the manageability of the wilderness, and to permit potential users of off-road machinery to have access to high country.

The southern boundary at Sixmile Mountain separates the Swan-Jewel from the proposed Swan Front addition to the Bob Marshall Wilderness. This delineation reflects cultural imperatives as well as geographical realities.

V. Sources

Flathead National Forest data base, reports from on-the-ground inspections by conservationists, National Geographic Society unpublished materials, "The Proposed Swan Crest Wilderness," and materials published on behalf of the First Unitarian Church of Helena.

* * * * *

SWAN FRONT ADDITION TO THE BOB MARHSALL WILDERNESS (Proposed)

Flathead and Lolo Forests
1983 Roadless net Acres, FNF: 141,990
Recommended Wilderness: FNF, 111,800 ac.

I. Description

From Swan Lake to Clearwater Junction, the immense wall of the Swan Mountains to the east dominates the landscape. The range rises from 7,406 foot Sixmile Mountain in the north to 9,356 foot Holland Peak in the south, forming a continuous barrier, breathtakingly steep and beautiful.

The Swan Range continues north, of course, to Badrock Canyon, just east of the town of Columbia Falls, where the main stem Flathead River breaks through the Rockies and begins flowing through the broad plain of the Flathead Valley. The Swan Front is the local name for the section of the range stretching south from Sixmile Mountain. Its northern end is contiguous to the proposed Swan-Jewel Wilderness, while its southern and souteastern flanks adjoin the legendary Bob Marshall Wilderness.

Next to the high peaks and ridges lie a series of alpine and subalpine basins and hanging valleys, many bearing striking signs of glaciation. More than two dozen alpine lakes, including renowned Cat, Pony, Rumble, and Upper Holland, sparkle beneath the great headwalls of the cirques.

Below the high basins is the canyon zone. Here, the streams of the Swan Front plunge thousands of feet down narrow bottoms between steep sideslopes, ultimately finding their way into the Swan River. Impressive, powerful waterfalls are found on Lion, Bond, Condon, Rumble, and Holland Creeks.

Many of the valleys are unusual, perhaps none more so than huge, U-shaped Lion Creek Canyon, which abuts the Swan Peak massif. Broad, rocky benches are found here, providing outstanding views of the results of glaciation.

The main Lion Creek Canyon contains features that are not typical of the Swan Front. Locked between surrounding rocky cliffs and outcroppings is an ancient cedar grove. One tree measures some five feet in diameter. No such cedar grove exists within the present boundaries of the Bob Marshall Wilderness.

Fed by the snowfields high on Swan Peak, the upper reaches of Lion Creek thunder down a series of especially dramatic and powerful cascades.

Vegetation is varied, and relatively sparse because of the high, steep, and rocky terrain. Alpine meadows, replete with brilliant displays of wildflowers, characterize the high basins. Typical habitat types include spruce-menziesa, spruce-alpine fir-yew, and alpine fir-spruce-beargrass. Lower areas contain stands of western larch and Douglas fir.

II. Wilderness Qualities

Visitors are often startled to discover that this part of the Swan is not part of the Bob Marshall. Historically, these hard, high peaks and dramatic canyons have been considered wilderness.

The Holland Lake trail is the principal western portal to the Bob. More than 7,000 head of stock pass through here each season, leading some to wonder how much more the wilderness can take. Lion Creek Pass is a favorite destination of fit and determined hikers. Behind Swan Lake, trails loop around the high lakes, permitting local residents to make a weekend backcountry circuit without having to arrange for transportation to or form the trailhead.

Many of the high lakes and streams support high quality fisheries and important spawning grounds.

In addition to grizzly bear, the Swan supports a significant portion of Montana's native mountain goat population, lynx, cougar, bobcat, fisher, black bear, mule deer, whitetail deer, elk, marten, and wolverine.

Critical grizzly habitat is found in the Bunker region and the lands to the north. Bear sign is frequent along the Alpine Trail (one of the funniest stories ever told concerns a well-known wildlife biologist's being spooked on a hot summer's day by a grizzly near Bond and Trinkus Lakes).

Wilderness proposals for this region date back at least as far as the early 1950s, when Flathead Wildlife, Inc., and other conservation organizations, began looking at the possibility of adding to the Bob Marshall Wilderness a four-mile wide section of the Swan from Columbia Mountain to Inspiration Pass. Interest in the proposal, whose intrinsic merit becomes increasingly obvious, has mounted as more people become familiar with the country.

Bob Marshall himself hiked through part of the Swan in 1928, entering in the Jewel Basin area near Bigfork, and emerging in the Holland Lake region. He spent a night at the Holland Lake Lodge before proceeding to a spectacular hike in the Mission Mountains.

III. Resources

The FNF has identified approximately 5,000 acres as suitable for timber management, a figure that will surely approach zero as the foresters take a closer look at the economics of harvesting many of these stands. Steep slopes, unstable soils, low site productivity, and the associated high cost of roading and harvest, all combine to render timber management here an extremely dubious proposition.

The area has been leased for oil and gas (a challenge to these leases is pending in federal district court). The potential for hydrocarbon recovery is low according to traditional theories, but the lack of a history of dry holes generated speculative interest in the region during the energy panics of the 1970s. Estimates of the Swan's suitability for oil and gas production grows the farther away from the scene one gets, a relationship that undoubtedly explains why petroleum concerns conduct high powered lobbying efforts in Washington D. C. Wilderness designation would put an end to this phenomenon.

Objective geologists consider the real potential for oil and gas as being quite low, and rightly observe that the terrain and complex below surface geology pose formidable technical and economic barriers to wildcatters.

Hardrock mineral prospects are low to non-existent and do not pose resource conflict.

Several waterfalls, including the falls along Lion Creek, have attracted the attention of small-time hydropower engineers who seek to turn a quick profit through micro-hydro installations. The lower courses of target streams could be dewatered and damage to spawning grounds for cutthroat and bull trout could occur. The amount of power that could be generated is on the order of 100 kilowatts to one megawatt, or 1/300th to 1/3000th the capacity of Hungry Horse Dam. This generation would be insignificant. Furthermore, it would be unnecessary, for it would occur during the spring runoff, the time when the main dams along the Columbia River system spill water and sell surplus power to California.

Clearly the Swan Front's limited commodity values are far outweighed by the area's outstanding wilderness values.

IV. Boundary Rationale

The boundaries take into account ecological, cultural, and topographical exigencies. The inclusion of Lion Creek Canyon, for example, would greatly increase the ecological diversity of the Bob Marshall Wilderness.

The Boundary south of Inspiration Pass has been accepted by the Forest Service.

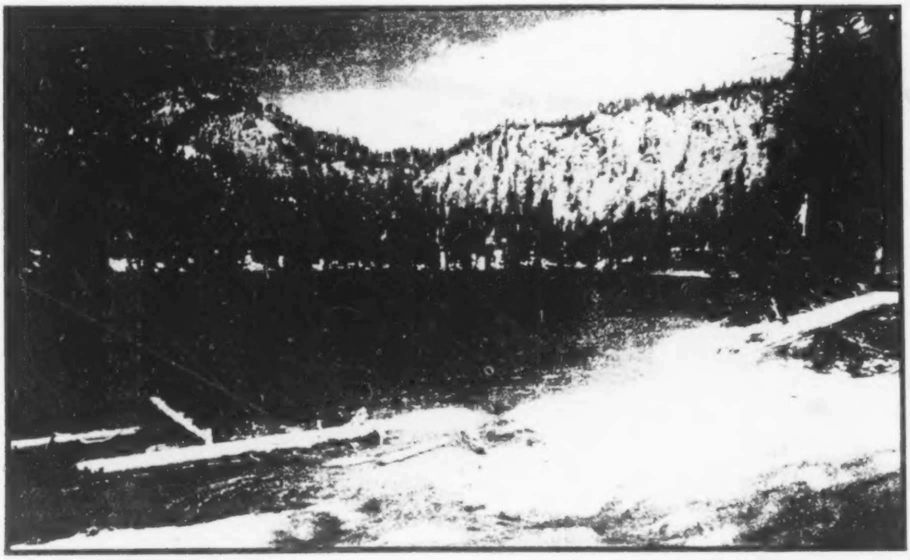
V. Sources

Flathead and Lolo National Forest data bases, Final Report and data base of the Flathead River Basin Environmental Impact Study, site and area specific wildlife studies by public and private agencies, and reports from on-the-ground inspections by conservationists.

* * *

June, 1984

THE WILD SWANS



Trinkus Lake, *high in the Swans east of the village of Swan Lake. June. Photograph by James Conner.*

Doris Lake, *northernmost lake in the Swans accessed by the Alpine Trail. Not protected by H.R. 2090. August. Photograph by James Conner.*

SWAN CREST-JEWEL BASIN and SWAN FRONT

LOCATION: Flathead and Lolo National Forests, southwest of Glacier National Park in Northwestern Montana, in the Swan Range, the last major (> 100 miles long) range in Montana with no trans-divide roads. The western face forms the eastern wall of the Swan and Flathead Valleys.

SIZE: Swan Crest-Jewel Basin, 68,100 acres (roadless area is 106,900 acres). Swan Front, 111,800 acres on the FNF plus approximately 10,000 acres on the LNF (total roadless area is 141,900 acres).

CURRENT STATUS: Classified as roadless by the Forest Service. Defacto on-the-ground wilderness management, especially in the hikers-only 15,368-acre Jewel Basin Hiking Area. H.R. 2090 releases the area north of Jewel Basin, but adds the Jewel and much of the territory south of it to the National Wilderness Preservation System (although the boundary is located too high on the Noisy Face and behind Swan Lake).

DESCRIPTION: One of Montana's great mountain ranges, so steep and rugged that no road has ever been pushed over its top. Bejeweled with more than 50 subalpine lakes, many in nationally renowned Jewel Basin. Vegetation ranges from Douglas fir to subalpine meadows.

SPECIAL RESOURCES: Grab your Kelty pack and fishing pole. This is recreation country. The Alpine Trail runs the ridgetops from Columbia Mountain to Inspiration Pass, permitting the hardy to enter wilderness a mile from the Flathead river and leave it on the far side of the Bob Marshall Wilderness.

Grizzly bears are solidly established here, in habitat that the Montana Department of Fish, Wildlife, and Parks ranks among the 30 percent best in Montana.

The immense, virtually unblemished, western face does double-duty as the scenic backdrop to the Flathead and Swan Valleys, serving as a powerful attraction and important economic resource.

EXTRACTABLE RESOURCES: Virtually none. No hard rock mineralization. Oil and gas potential rated "zero" to "low" by the Geological Survey. Forest classified as suitable for timber management comprises less than 1.6 percent of the FNF's timber base, and would have no effect on timber production if withdrawn.

BOUNDARY RATIONALE: Located by on-the-ground inspection by conservationists. Geographic and cultural boundary features chosen to protect wilderness resources while maximizing manageability. Consistent with Section 2(c) of the Wilderness Act of 1964.

(Prepared by the Flathead Chapter of the Montana Wilderness Association, Box 543, Kalispell, MT 59903, and the Flathead Group of the Sierra Club, 78 Konley Drive, Kalispell, MT 59901.)

ERNEST THOMPSON-SETON WILDERNESS (proposed)

March, 1987

Flathead and Kootenai National Forests
Roadless Inventory Unit 01483
Recommended Wilderness: 86,000 acres.
Flathead, 61,000 ac. Kootenai, 25,000 ac.

I. Description

The proposed Ernest Thompson-Seton Wilderness is named for Ernest Thompson-Seton, the turn-of-the-century outdoor writer, artist, naturalist, and co-founder of the Boy Scouts of America.

The proposal encompasses a core of roadless areas in the north-central Whitefish Range, west of Glacier National Park and the Scenic North Fork Flathead River. In the vicinity of Locke Lookout, the Thompson-Seton, Deep Creek, and Young-Nasukoin roadless areas fuse to form a wilderness of considerable size and great importance to the rare wildlife resources of northwestern Montana.

For the most part, the wilderness is above 5000 feet. Major peaks include 8086-foot Nasukoin Mountain, highest in the range, Lake Mountain, 7814 feet, Cleft Rock, Huntsberger Peak, Akinkoka Peak, Mount Lewis (named for Dutch Lewis, the principal character in Thompson-Seton's well known story, "Kootenai to Krag Ram," which is set in the region), the Krag, Whitefish Mountain, the mighty Krinklehorn, and of course, Mount Thompson-Seton.

Huntsberger Lake, the Whale Lakes, Nasukoin Lake, and the jewel-like Chain Lakes, which descend a series of hanging valleys beneath the cliffs of Lake Mountain, are the major bodies of water. Several nameless lakes and spring pools are found on the high mountain slopes.

As the result of earlier forest practices, the major valleys (Stillwater, Deep, Williams, BlueSky, Whale, and Shorty) through which flow the streams draining the area have been logged to the base of the steep slopes. The roadless areas are thus restricted to the high, steep slopes along the backbone of the range and the ridges which extend from the axis. Basins which have escaped cutting to date include the North Fork of Deep Creek, the upper Deep Creek Basin, and the East Fork of Fitzsimmons Creek.

Vegetation ranges from alpine communities to riparian stands of western red cedar at the lower elevations. Spruce-fir is the predominant forest type. The steep terrain is characterized by avalanche chutes and associated shrub communities. At several locations in the northeastern lees of the high peaks, subalpine larch forms a forest where it is the dominant tree and attains a respectable size. In autumn, these stands take on a brilliant golden hue. Forests dominated by genuine old growth spruce and subalpine fir are found in packets which were not burned by the wildfires of the 1920's. Major fires in 1926 and 1929 left vast openings on the high slopes of Mount Young and Huntsberger Peak.

Access from the North Fork side of the divide is possible from the Trail Creek, Whale Creek, or Red Meadow Creek Roads. Visitors approaching from the west usually take the Graves Creek Road. All entries require driving fair distances over challenging, unpaved roads.

Several low standard, alder choked ways intrude into the proposed area. The impact of these ways was examined by the Forest Service, an agency with an eye for purity, during the preparation of the draft Flathead National Forest forest plan:

> "Some respondents objected to the inclusion of old roads and cutting units in the roadless inventory. These intrusions do impact the natural integrity of the area; however, it is felt that these impacts can be lessened with time and boundary adjustments. After boundary adjustments, the effect of human activity in the area would be minor and natural integrity judged to be high." (Flathead National Forest forest plan supplemental Draft Environmental Impact Statement, page C-151.)

Conservationists have revised boundaries to enhance the area's wilderness integrity and manageability. Please see Section IV of this fact sheet, "Boundary Rationale."

II. Wilderness Qualities

In the lower 48 states, the rarest endangered mammal is probably the mountain caribou. Immediately after World War II, backwoodsmen frequently encountered this cervid in the remote high basins of the northern Whitefish Range. Commodity production activities encroached on the caribou's habitat during following years, and the animal was sighted less frequently. In the late 1970s, some opined that the caribou was gone from the range---whereupon the elusive creature suddenly reappeared. Local residents occasinally glimpsed the caribou in the deep woods west of Polebridge, and the tracks of caribou have been persistently sighted in the snows of the high country of Ten Lakes.

Caribou need old growth habitat such as is found in the high, remote spruce basins of Thompson-Seton. Habitat mapping in the northern Whitefish Range reveals a rich supply of the caribou important spruce-fir forest. Informed opinion now holds that the northern Whitefish Range, especially the Thompson-Seton region, could very well harbor a remnant herd of mountain caribou.

Thompson-Seton is also prime habitat for the threatened grizzly bear. The bear has thrived on Mother Nature's proven management scheme, which provides an optimum mix of avalanche communities, mature forest, and open fire generated habitat.

Sightings of the Rocky Mountain gray wolf, an endangered species, have increased in recent years. According to the FNF, "Biologists believe the North Fork of the Flathead River drainage is the most likely location in the Rocky Mountains for re-establishing a viable gray wolf population."

Other wildlife species include Canadian lynx, black bear, wolverine, marmot, mule and whitetailed deer, and golden eagle. Whale Creek, whose pellucid waters originate in the undisturbed highlands of Thompson-Seton, is an important bull trout spawning stream. Trout fisheries are found in several of the lakes.

Recreation opportunities abound. Approximately 26 miles of trail provide access to most major physiographic features. The summits of Nasukoin Mountain, Mount Thompson-Seton, Lake Mountain, and the Krinklehorn provide spectacular views of Glacier National Park, the Cabinet Mountains Wilderness, and the snow-capped Canadian Rockies. Trail maintenance has obviously been conducted with a decent respect for the taxpayer's dollar, for nowhere is there found a foot or horse tread which is bereft of challenge.

Inclusion of this unique area in the National Wilderness Preservation System would provide the highest possible protection for the unique and priceless wildlife values found here.

III. Resources

(A) Hardrock minerals. So far as is known, none exist. The potential for recovery of hardrock ores is considered to be very low to nonexistent.

(B) Oil and gas. Approximately 29,000 acres have been leased. The remainder are within the proposed grizzly management area, and the Flathead National Forest now plans to withdraw the unleased lands from mineral entry for at least 10 years while the effect of gas and oil activity on the grizzly and other rare and threatened species is studied. Some seismic activity has occurred. At present, interest in the area is speculative. The U.S. Geological Survey rates the upper Whitefish Range as having "zero to low" oil and gas potential. At best, potential would be moderate. In any case, the region's extraordinary wildlife and wilderness resources far outweigh potential hydrocarbons that as yet exist only the the imaginations of the rhapsodically optimistic.

(C) Timber. The Kootenai National Forest lands in this proposal are expected to be allocated to primitive recreation, not timber. Of the 61,000 acres of Flathead National Forest land, only 2,400 have been identified as being suitable for timber management. Within the grizzly management area, the lands are generally well above 5000 feet in elevation. "Most of these stands are on steep slopes, Forest Service planners report, "and timber management costs are generally high."

It does not appear that including these low productivity lands in wilderness would have any measurable impact on the scheduled harvest for the current planning period.

IV. Boundary Rationale

For the most part, the boundary was established at or near the 5000-foot elevation in order to strike a balance between protecting invaluable wildlands and making available commodities in an environmentally sound manner.

Along Trail Creek Canyon, the boundary was moved northward to form a relatively smooth line across several drainages whose impacted areas were found by ground-truthing crews to be rapidly fading from notice. In the Nasukoin section, the boundary was adjusted on the area adjacent to the Stillwater State Forest to include a burned over area which the forest plan had allocated to primitive recreation. The northern section of the Nasukoin region is coincident with the old Nasukoin grizzly bear management area which mysteriously disappeared from Forest Service maps several years ago (grizzlies, however, have not disappeared from the land).

The Blue Sky, Kopsi, and Williams Creek drainages were closed at points near their mouths to enhanced the manageability of the proposal's western flanks. An abandoned way in upper Whale Creek was included for the same reason. These adjustments tremendously increase the security of the area's interior.

V. Sources

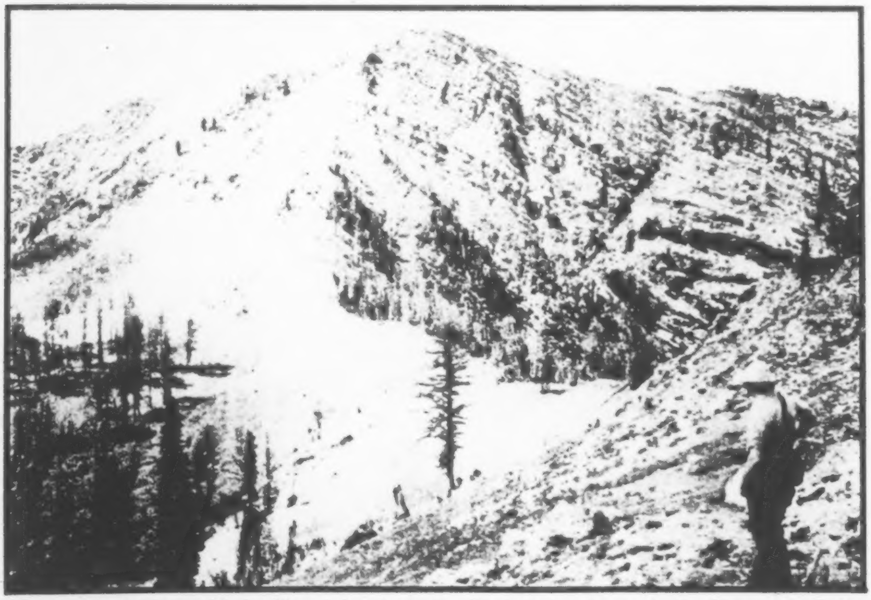
Flathead and Kootenai National Forest data bases, on-the-ground inspections by conservationists, data from the Montana Department of Fish, Wildlife, and Parks, and various reports in the scientific literature.

* * * * *

Revised, March, 1987.

THE WILD NORTH FORK

Williams Lake and the Krinklehorn, *in the Thompson-Seton unit of H.R. 2090's North Fork Wilderness. Summer. Photograph by Winton Weydemeyer.*



The great east face of ***Lake Mountain,*** *above the Chain Lakes basin, in the Thompson-Seton unit of H.R. 2090's North Fork Wilderness. Late July. Photograph by James Conner.*

TUCHUCK, MT HEFTY, & THOMPSON-SETON

LOCATION; Flathead and Kootenai National Forests, Northwestern Montana, in the Whitefish Range, west of the North Fork Flathead River from Glacier National Park. Tuchuck and Mount Hefty abut British Columbia.

SIZE: Mount Hefty, 13,700 acres. Tuchuck, 19,800 acres (2,300 on the KNF). Thompson-Seton, 86,000 acres (25,000 on the KNF).

CURRENT STATUS: Classified as roadless by the Forest Service. Defacto on-the-ground wilderness management, closed to motorized use. Scheduled for addition to the National Wilderness Preservation System by H.R. 2090, except for the north face of Akinkoka Mountain.

DESCRIPTION: High, rugged, and very wild. Vegetation ranges from alpine communities to riparian stands of western red cedar at the lower elevations. Avalanche chutes characterize the steep terrain. Subalpine larch is found at higher elevations. Wildfires swept the area in 1910, 1919, 1926, and 1929.

SPECIAL RESOURCES: Extraordinary wildlife habitat and resources. One of the densest concentrations of grizzly bears is found here. The endangered gray wolf is re-establishing itself. And sightings over the years suggest the possibility of a remnant population of mountain caribou.

Provides watershed protection for Whale Creek, most productive bull trout spawning stream in the Flathead River Drainage (22 percent of spawning for entire drainage, 44 percent for North Fork).

Classic, textbook quality old growth stands on the north face of Akinkoka Mountain.

Outstanding opportunities for primitive recreation for those willing to accept wild country on its own terms.

EXTRACTABLE RESOURCES: Virtually none. No hard rock mineralization. Oil and gas potential rated "zero" and "low" by the Geological Survey. Only two percent of the area is classified as suitable for timber management.

BOUNDARY RATIONALE: Conservationist proposed boundary was located by on-the-ground inspection, and is designed to provide maximum protection to the wilderness resources while maximizing manageability. Contains no open roads and is consistent with Section 2(c) of the Wilderness Act of 1964.

(Prepared by the Flathead Chapter of the Montana Wilderness Association, Box 543, Kalispell, MT 59903, and the Flathead Group of the Sierra Club, 78 Konley Drive, Kalispell, MT 59901.)

TUCHUCK AND MOUNT HEFTY (proposed)

(North Fork Wildlands)

Tuchuck:
Flathead National Forest, 17,500 ac.
Kootenai National Forest, 2300 ac.

Mount Hefty:
Flathead National Forest, 13,700 ac.

I. Description

Walk softly and keep your eye peeled for a climbing tree. This is grizzly country, maybe the best in Montana, hard against the border of British Columbia and just west of Glacier National Park and the scenic North Fork Flathead River. The proposed wilderness is comprised of three areas, Tuchuck, Mount Hefty, and Mount Thompson-Seton, that are separated by primitive, ill-advised logging roads. Most of the area lies on the east slope of the Whitefish Range, on the Flathead National Forest, and drains into the North Fork Flathead. A small section west of the divide is on the Kootenai.

Elevations range from approximately 3500 feet near Trail Creek to 7820 feet at the summit of Mount Thompson-Seton. Other prominent summits are Tuchuck, 7724, Thoma, 7180, and Hefty, 7585 feet high and just 500 yards south of the 49th parallel.

Extremely hot fires swept through the area in 1910, 1917, and 1929, denuding a considerable amount of land and creating the conditions that resulted in large stands of doghair lodgepole pine. In the late 1970s and early 1980s, the mountain pine beetle killed large tracts of lodgepole. Some pockets of old growth Douglas fir and larch are found in the eastern sections. High elevation areas are almost exclusively whitebark pine and alpine larch associated with beargrass, huckleberry, Indian paintbrush, and mountain heather.

Whale and Trail Creeks, major tributaries of the North Fork and important spawning streams, drain most of the area. Over a dozen subalpine lakes sparkle in glacial cirques.

II. Wilderness Qualities

Without question, this is the most valuable wildlife habitat on the Flathead. One of the densest concentrations of grizzlies ever studied resides here, thriving under Mother Nature's timber management plan. The endangered gray wolf roams these woods and is in the process of re-establishing itself in its native range.

Over the years, mountain caribou, nearly extinct in the lower 48 states, has been sighted on occasion. The endangered bald eagle finds shelter here.

Less exotic, but no less important, are the herds of elk, densest on the Glacier View Ranger District, whitetail deer, and trophy mule deer. Other species include black bear, wolverine, bobcat, cougar, pine marten, and Canadian lynx.

Trail and Whale Creeks are among the four most important bull trout spawning streams in the North Fork Valley, and are also important for cutthroat trout. Changes in runoff or sedimentation regimes could have significant adverse impacts upon the bull trout population in the Flathead Basin.

These spawning grounds take on additional importance in view of the impending development of a giant, twin open-pit coal mining operation six air miles north of the border at Cabin Creek. U.S. scientists believe that the venture---which has received a Stage Two go-ahead from the government of British Columbia---would probably have a disasterous impact upon Howell Creek, the most important spawning stream for bull trout in the North Fork. The loss of Howell Creek as well as Trail and Whale Creeks would do irreparable, unacceptable, damage to the bull trout resource.

Wilderness designation would provide the highest level of protection for this resource.

More than 75 miles of trail, much maintained by sportsmen, provide outstanding opportunities for getting away from it all in some very wild country. Several caves near the Tuchuck campground lure spelunkers.

III. Resources

No part of Tuchuck or Mount Hefty is in the timber base for the Flathead National Forest. The portion of Tuchuck which lies within the Kootenai National Forest is high and unproductive, and is expected to be allocated to primitive recreation in the KNF's forest plan (scheduled for released in the spring of 1987).

The area was extensively burned over in the first decades of the twentieth century. Lodgepole pine is generally the dominant tree. Periodic outbreaks of the mountain pine beetle, the last in the late 1970s and early 1980s, make managing these low productivity stands commercially unattractive. Due to biological and economic considerations, these timber stands are not likely to ever be included in the FNF's timber base.

Oil and gas leasing has been deferred until the mid-1990s at earliest. The potential for recovering economic quantities of gas or oil is extremely low. Although some speculators contend these areas are the Saudia Arabia of North America, Dr. David Alt, the highly respected geologist at the University of Montana, cautions that this is an untried, highly speculative area. Investors, he warns, might get better odds at a gaming house in Reno.

Hardrock mineralization is, in practical terms, considered to be nonexistent on this section of the Flathead National Forest.

The wilderness values of the North Fork Wildlands far outweigh the limited commodity values of the timber resource, and of a hydrocarbon resource that may not exist.

IV. Boundary Rationale

The proposed boundary coincides with the roadless boundary.

V. Sources

Flathead and Kootenai National Forest data bases, reports from on-the-ground inspections by conservationists, North Fork Salvage Sale appeal record, the data base of the Flathead Coalition, the Final Report of the Flathead River Basin Environmental Impact Study, and the FRBEIS data base.

* * *

June, 1984 (Revised, 1987. A separate briefing paper on the proposed Ernest Thompson-Seton area was prepared in 1985 and revised in 1987.)

Proposed Trout Creek Wilderness

LOCATION: Kootenai National Forest in northwestern Montana; the western boundary is the Montana/Idaho state line along the crest of the Northern Bitteroot Range.

RECOMMENDED WILDERNESS: 32,640 acres.

DESCRIPTION: The last major unroaded drainage of the lower Clark Fork River valley, Trout Creek provides security habitat and calving grounds for northwest Montana's finest elk herd. Regionally renowned for its quality big game hunting, Trout Creek is an intact remnant of the original forest, an island of rolling green hills rimmed by craggy peaks, surrounded by a sea of USFS clearcuts. The pristine waters emanating from this drainage support high quality trout streams and provide a much needed influx of pure water into the highly stressed Clark Fork River.

RESOURCES: The Trout Creek drainage contains generally marginal, second growth timber on steep slopes that would require intensive capital investments in roads to harvest. Thousands of acres of brush, scree, and meadows enhance the wildlife values, and provide habitat for the occasional grizzly.

An excellent trail system evenly disperses recreational use providing maximum solitude for the hiker or hunter. Trout Creek, in fact, probably provides more peace and solitude than the nearby Cabinet Wilderness, which is suffering from overuse and extensive mining activity.

UNIQUENESS: Trout Creek represents a rare opportunity to protect an entire drainage, intact from rocky ridgelines down to heavily timbered bottomlands. Contained within this 32,620 acres is a miniature ecosystem. Once off the ridgetops, the concavity of the basin totally precludes visual intrusion and impact by the thousands of acres of neighboring clearcuts, in both Idaho and Montana.

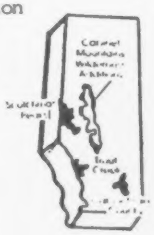
THREATS: Logging and mining interests. Timber interest is limited to the northeast segment (Wilton, Granite area). There are no patented mining claims in the drainage.

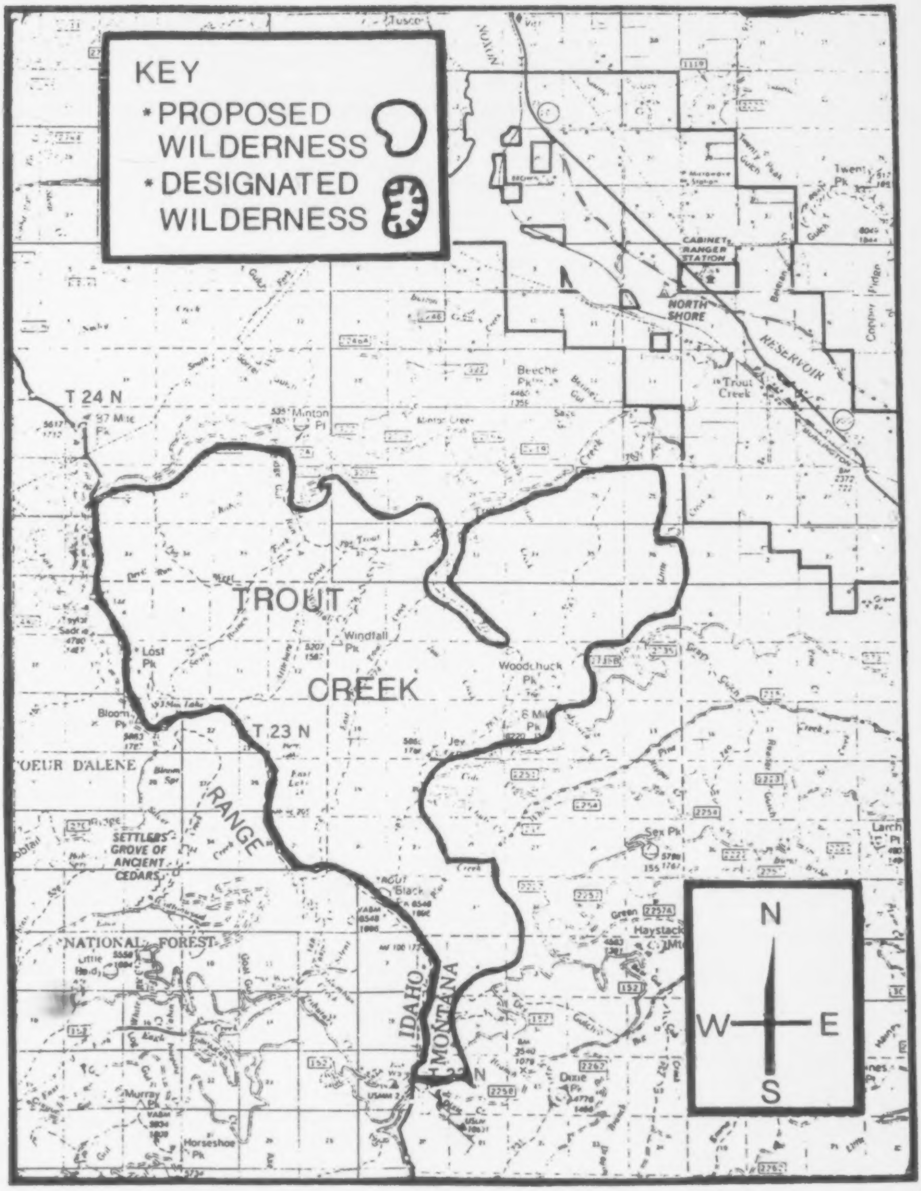
SUPPORT: Local support is widespread, though low-key. Local outfitters use the drainage extensively, especially during hunting seasons. They feel that the best beneficial use of Trout Creek is wilderness designation and management. Outfitting is realizing strong growth in Sanders County and 90-95% of the hunters' dollars remain in the community.

There is no outspoken opposition to wilderness designation.

HISTORY: Trout Creek was included in the 1984 Montana Wilderness bill; deleted in the 1986 bill.

FACT: Only 4.1% of the Kootenai National Forest is currently protected as wilderness. The average percentage on the 10 other National Forests in Montana is 20.1%. Northwest Montana needs more protected acreage to counterbalance the current Forest Service policy of managing this region as "timber sacrifice Forests".




KEY
* PROPOSED WILDERNESS
* DESIGNATED WILDERNESS
TROUT CREEK
T 24 N
T 23 N
CABINET RANGER STATION
NORTH SHORE
RESERVOIR
Trout Creek
Beecher Pk
Minton Pt
Windfall Pk
Lost Pk
Woodchuck Pk
6 Mile Pk
Bloom Pk
COEUR D'ALENE RANGE
SETTLERS GROVE OF ANCIENT CEDARS
NATIONAL FOREST
Little Baldy
Murray Pk
Horseshoe Pk
Black Pk
IDAHO
MONTANA
Sex Pk
Haystack Mtn
Dixie Pk
Twenty Pk
Larch Pt
N
S
E
W

PROPOSED SCOTCHMAN PEAKS WILDERNESS

Kootenai National Forest (Area 1-662)
1983 Roadless Net Acres, Montana: 64,417 acres
Recommended Wilderness: 60,000 acres in Montana (approximately 80,000 acres total)

I. Description

The largest and perhaps wildest remnant of our unprotected wilderness heritage still surviving in northwestern Montana, Scotchman's is truly an island in a sea of development. Located in the west Cabinet Mountains, Scotchman's is bounded on the east by Lightning Creek and on the west by the Bull River. Most of the rugged, alpine scenery was left by glaciers. Classic glacial cirques dominate the upper reaches of Ross Creek. Deep glaciation is especially striking in Savage Creek. The relief varies from the alpine summit of Scothman No.1 (7,009 feet) to 2,400 feet at Lightning Creek. The rugged topography, rapid vertical relief and regular Pacific maritime influence combine to create an unusual mixture of stark alpine terrain and lush, temperate valley floors. Just over the deep cirque headwalls of Ross Creek are hillsides of alpine vegetation sloping into the West Fork of Blue Creek. The backsides of distinctive Sawtooth and Billiard Table Mountains drain through side hill parks and waterfalls to the east fork of Blue Creek. The U-shaped valley of the South Fork Ross Creek carves through green meadows and rock slides to the main Ross Creek. The scoured headlands of Ross Creek give way to stands of large cedar, hemlock and white pine, as the creek tumbles through a tangle of moss-covered boulders and devil's club on its way to the scenic Ross Creek cedar grove -- perhaps the oldest and largest stand of western red cedar in the world. Pillick Ridge tips rocky south slopes nearly 4,000 feet into the Clark Fork and lower Bull River valleys.

II. Wilderness Attributes

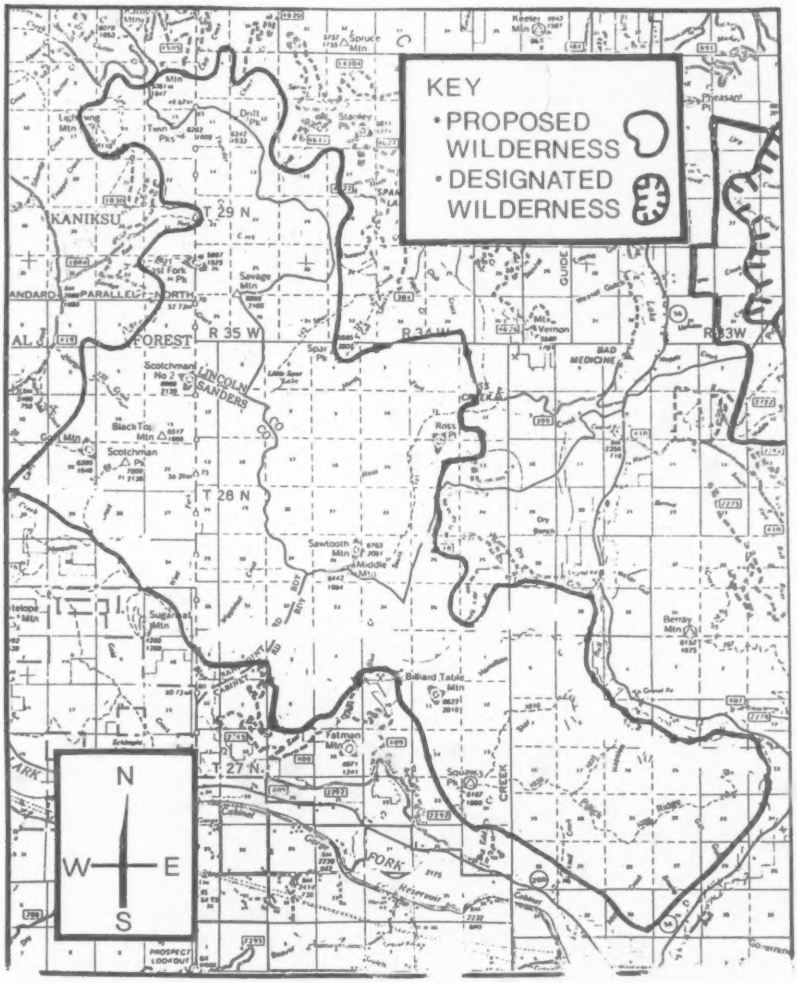
The natural integrity and appearance is extremely high throughout the entire roadless area, with the Squaw Peak lookout being the only structure. With the rugged topography, dense vegetation, deep valleys, and lack of concentrated recreational use , there are outstanding opportunities for solitude and primitive recreation. There are few miles of constructed trails and no mainline trails in the area. The rugged country and lack of recreation access provides a true wilderness experience, either for high quality backcountry hunting for elk, deer and goats in the fall, or for ski mountaineering in the winter. Still surviving in this breath-taking setting is a small population of the threatened grizzly. The protection of Pillick Ridge is key to the survival of the grizzly in that it provides an irreplaceable grizzly travel corridor between the heart of Scotchman's and the adjacent Cabinet Mountains Wilderness. As an indication of ecological diversity, a recent study documented the existence of 130 separate wild flower species in the area.

III. Resources

The imporance of the wildlife resources can hardle be exaggeratdd. The habitat for almost all wildlife species is virtually self-contained within the 60,000 acre Montana portion of the proposed wilderness. The boundary contains both summer and winter ranges along with the migration routes between these ranges. Important fisheries include Little Spar Lake (brook trout), Ross Creek and Blue Creek. Although about one-fourth of the area could be tentatively suitable timberland, more than 90% of this total is located on slopes greater than 55% in the Pillick Ridge area. Road costs would be outrageous. Other constraints, such as wildlife, scenic and recreation, combine to make commercial logging marginal at best. Testing has shown water quality from the wild, pristine drainages of Scotchman's to be among the purest in Montana. Potential for economic copper/silver deposits is highest in the Ross Point area which is discussed below.

IV. Boundary Rationale

The entire roadless area, because of large size and even configuration, lends itself to wilderness management. The boundary is largely defined by topography and landforms. Because of the compact nature of the area, roadless lands on the perimeter are vital in order to maintain security for wildlife. Appoximately 7,000 acres have been deleted from the original "Alternative W" boundary based on extensive negotiations with ASARCO. The joint Montana Wildlands Coalition/ASARCO boundary assures vital watershed protection for the ecologically unique Ross Creek cedar grove, while relasing roadless lands in the Dry Creek/Cub Creek areas which may prove important to extending the life of ASARCO's Troy Project at Mt. Vernon. ASARCO has previously explored and abandoned their claims in Pillick Ridge due to low mineral potential. Wilderness is the highest and best use of the remainder of Scotchman's.


KEY
• PROPOSED WILDERNESS
• DESIGNATED WILDERNESS
N
W
E
S
T 29 N
T 28 N
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R 35 W
R 34 W
R 33W
KANIKSU
PARALLEL
NORTH
FOREST
LINCOLN
SANDERS
CO
Spruce Mtn
Keeler Mtn
Pheasant Pk
Drift Pk
Stanley Pk
Twin Pks
Lightning Mtn
Savage Mtn
Spar Pk
Mt. Vernon
BAD MEDICINE
GUIDE
Scotchman No 2
Black Top Mtn
Scotchman Pk
Ross Pk
Dry Bench
Sawtooth Mtn
Middle Mtn
Sugarloaf Mtn
Berray Mtn
Billiard Table Mtn
Fatman Mtn
Squaw Pk
CREEK
Cabinet
FORK
Reservoir
PROSPECT LOOKOUT

PROPOSED ADDITIONS TO THE CABINET WILDERNESS

Kootenai National Forest (1-670,671,676,682)
1983 Roadless Net Acres - 76,700
Recommended Wilderness - 33,000

I. Description

Cabinet Face East (W): This 400 acre addition borders the north end of the Cabinets, with Sharron Lake being in the northwest corner. With steep, rocky slopes the use is light, with the exception of some fishing in Sharron Lake.

Cabinet Face West: This 6,866 acre western addition extends from near Swanson's Lodge south to the Middle Fork of the Bull River. The spectacular scenery of the steep, rocky cliffs also signal low commodity resource potential. The area is a high water producer with a vertical relief of over 4,000 feet. Lack of access and rugged terrain add an extra wild touch to the land. These side hills are mostly grizzly habitat with critical winter range for mountain goats in the Carp Creek area and mountain sheet in the Ibex Peak area.

Chippewa Creek: This 1,047 acre addition north of the East Fork of Bull River is an important recreational entrance to the Wilderness. With a high degree of natural integrity, the area also contains bighorn sheep, goats, mule deer and grizzly habitat. The riparian old growth forest in Chippewa Creek is an increasingly scarce resource on the Kootenai National Forest.

McKay Creek: This 7,301 acre addition abuts the southeast corner of the wilderness south of Rock Creek, extending south to lower Swamp Creek. The roadless area is critical fall grizzly bear range and the Goat Ridge area is prime habitat for mule deer. Swamp Creek is a good spot to fill one's creel with fat brook and cutthroat trout.

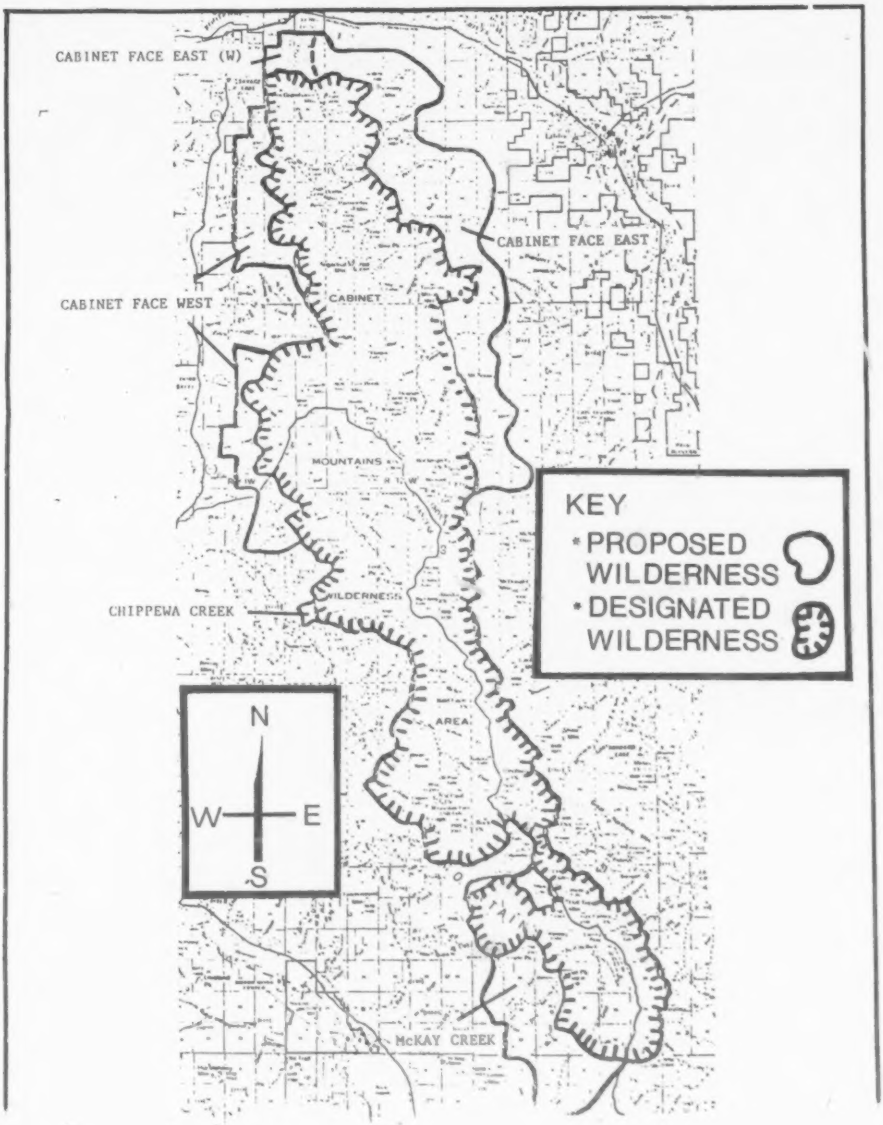
Cabinet Face East: This 17,357 acre eastern buttress to the Wilderness averages 2 miles in width and extends some 15 miles from the northeast corner of the Wilderness south to Leigh Creek. Key attractions include numerous hiking trails, spectacular scenery, which adds a magnificent backdrop to Libby, and a wide variety of wildlife, including grizzly bear. The country ranges from 3,600 feet to 7,000 feet in elevation with steep (over 55%) sparsely vegetated slopes.

II. Resources:

These proposed additions are generally steep and rocky with low timber potential. Areas with mineral potential have generally been excluded. Watershed, scenery, wildlife recreation and wilderness are the existing uses and key values in the five recommended additions.

III. Boundary Rationale

Adjustments have been made to exlude state and private lands and resolve most of the potential conflicts. The remaining 33,000 acres of wildlands are essential and logical extensions of the Cabinets boundary. If classified as wilderness, these additions would greatly enhance the depth, solitude, wildlife protection and recreational value of the existing Cabinet Wilderness. In particular, the 17,357 acre Cabinet East Face addition is now advocated for protection based on new data which show high wilderness value with minimal resource conflict. The growing pressure from mineral exploration and other activities on grizzly bears and wilderness lend increased urgency to these additions.


CABINET FACE EAST (W)
CABINET FACE EAST
CABINET FACE WEST
CABINET
MOUNTAINS
WILDERNESS
AREA
CHIPPEWA CREEK
McKAY CREEK
N
W
E
S
KEY
*PROPOSED WILDERNESS
*DESIGNATED WILDERNESS

Senator **Melcher**. Thank you.

I will make this announcement now if I have not made it before. Pictures, we cannot reproduce them very well, but we will make them part of the file.

Mr. **Kuhl**. Thank you, Senator.

Senator **Melcher**. John Gatchell, Montana Wilderness Association.

STATEMENT OF JOHN GATCHELL, PROGRAM DIRECTOR, MONTANA WILDERNESS ASSOCIATION

Mr. **Gatchell**. Thank you, Mr. Chairman.

My name is John Gatchell. I would like to thank you for this opportunity to speak on behalf of the Montana Wilderness Association.

MWA was established 30 years ago as the Nation's first statewide organization dedicated to the conservation of wild public lands. Our members have examined the resource values and sponsored public tours into 50 of the areas and wilderness additions that you are considering today.

MWA strongly supports the Montana conservation proposal. We believe it is the only truly balanced solution to this historic decision. Our members are deeply committed to the preservation of these lands, and that commitment goes back in many cases 10, 20, and even 30 years in the case of the Gallatin Range and the Swans.

Because of this, we have serious problems with each of these bills. For example, in the Big Snowy Mountains, no compelling reason has been demonstrated to our knowledge to release 76,000 acres of this wilderness study area. Nor should it be left in study, in our view. We believe it is time to designate the Snowies intact as a wilderness area and complete the work of Lee Metcalf.

Another example occurs along Montana's Rocky Mountain Front. We are dismayed that no bill protects the magnificent Elk Pass Crown Mountain area. This area contains six major wilderness trails. It is essential to outfitters, to dude ranches, and to the people of Montana.

As we see it, we have heard no compelling reason, no testimony has been presented, to explain why this area has been overlooked.

We agree with Representative Williams that it is time to complete the work of protecting the Bob by extending legal protection to the east slope wild lands. However, by leaving out the Badger-Two Medicine, the largest and most important link in the Rocky Mountain Front, his bill fails to do the job.

As Representative Williams has indicated, we agree, we simply cannot afford to further compromise the Rocky Mountain Front without damaging the Bob Marshall. I think it is important to note here that the very highest wild lands and wildlife values, those that are like nowhere else in the world, occur right out on the eastern edge at the actual meeting place of mountains and prairie. They occur on Crown Mountain and places like Castle Reef, Clairie Cooley, Old Man of the Hills, and Cayocraig.

Time does not allow a complete review of the shortcomings of each bill. However, let me add one final personal observation. In my work, I am privileged to travel all over Montana to meet with people, to meet with people who care very much about these lands.

And these people are from all walks of life. They are sportsmen, outfitters, retired people, ranchers, loggers, students, native Americans, horsemen. And I travel to places like Dillon, Thompson Falls, Condon, Choteau, Great Falls. In listening to these people, what I hear, these people do not want a 1.3 million acre bill. They do not care what the acreage is.

They want protection for their areas, the lands they hunt, they fish, and know. Back home, people do not see this as a competition between areas. Montana is a big state, with plenty of room to do what is right. Back home, people will measure your work in areas, not acres.

They want to know whether your bill will protect their areas, whether it is Cowboys Heaven, Cube Iron, Big Creek, the Big Hole, or the Badger-Two Medicine.

I would also like to enter into the record as evidence of the strong, growing local support these news clippings from all over Montana that indicate strong and growing support from many, many people back home.

Thank you.

[The prepared statement of Mr. Gatchell follows:]

MONTANA WILDERNESS ASSOCIATION

Statement of John Gatchell
Representing the Montana Wilderness Association
on S. 1478 and H.R. 2090 before the Senate
Subcommittee on Public Lands, National Parks and Forests,
March 21 - 22, 1988

My name is John Gatchell. Thank you for this opportunity to speak on behalf of the Montana Wilderness Association on S. 1478 (Baucus) and H.R. 2090 (Williams). MWA was established thirty years ago as the nation's first statewide organization dedicated to the conservation of wild, public lands. Our members have examined the resource values and sponsored public tours into fifty of the areas and wilderness additions you are considering today.

MWA strongly supports the Montana Conservation Proposal. We believe it is the most balanced solution to this historic decision. Our members are deeply committed to the preservation of these lands. That commitment goes back ten, twenty, and even thirty years in the case of the Gallatin Range and the Swans.

The Montana Conservation Proposal enjoys broader public endorsement than any other proposal - forty-three civic, conservation, and scientific organizations support it.

We have reviewed the provisions of each of the two legislative proposals, S. 1478 and H.R. 2090. We recognize both the positive conservation features, as well as the shortcomings of each bill.

P.O. Box 635 • Helena, Montana 59624 • (406) 443-7350

Based on our review of the legislative proposals for these lands, we believe that five categories of amendments to S. 1478 are necessary to pass balanced legislation:

* The addition of lands proposed for wilderness by Rep. Williams, such as Quigg Peak, Nevada Mt., Fairview Plateau, and the Tobbaco Roots.

* Upgrade the status of six study areas to wilderness: Big Snowies, Gallatin Range, Middle Fork Judith River, Tenderfoot Deep Creek, and Trout Creek.

* Certain boundary improvements along the Rocky Mountain Front, Spotted Bear, Swan Range, Sapphires, Thompson Seton, Lionhead, and Little Blackfoot Meadows.

* Three additional areas should be included totaling 51,000 acres, that are not contained in either bill. These are Line Creek Plateau, Sheep Mtn, and Swift and Needle Creeks along the Anaconda-Pintlar Wilderness.

* Delete the provision removing Bitter Creek WSA from BLM wilderness review.

A complete list of lands in these five categories is attached, along with supporting graphics.

MWA endorses the open democratic process used by Rep. Williams and Senator Baucus in the development of their proposals last year.

Montanans must be partners every step of the way, particularly if a bill other than H.R. 2090 and S. 1478 is considered by the committee.

Therefore we respectfully request that hearings be scheduled at home, particularly in Great Falls, Helena, Butte, Bozeman, and Missoula.

If you do not intend to allow further study of the Badger Two Medicine, then a public hearing should also be held in Browning or Heart Butte to allow Tribal members and local residents a voice in this momentous decision.

montana wildlands coalition
P.O. Box 1717, Helena, MT 59624

MONTANA CONSERVATIONIST BRIEFING PACKET
MONTANA NATIONAL FOREST WILDERNESS HEARINGS
SENATE PUBLIC LANDS, NATIONAL PARKS, AND FORESTS SUBCOMMITTEE
MARCH 21 - 22, 1988

The following groups are members of the Montana Wildlands Coalition:

- Backcountry Horsemen
- Beaverhead Forest Concerned Citizens
- Big Hole River Watershed Association
- Black Mountain Wildlife Association
- Bob Marshall Alliance
- Canyon Coalition
- Defenders of Wildlife
- Friends of the Rattlesnake
- Great Burn Study Group
- Greater Yellowstone Coalition
- Helena Forest Conservation Coalition
- League of Women Voters of Montana
- Madision-Gallatin Alliance
- Montana Audubon Council
  - Flathead Audubon
  - Five Valleys Audubon
  - Last Chance Audubon
- Montana Chapter of the American Fisheries Society
- Montana Chapter Sierra Club
  - Bitterroot-Mission Group
  - Flathead Group
  - Headwaters Group
  - Upper Missouri Group
  - Yellowstone Basin Group
- Montana Chapter Wildlife Society
- Montana Council of Trout Unlimited
- Montana Environmental Information Center
- Montana Outfitters and Guides Association
- Montana Wilderness Association
- Montana Wildlife Federation
  - Anaconda Sportsmen's Club
  - Custer Rod and Gun Club
  - Flathead Wildlife Association
  - Gallatin Wildlife Association
  - Libby Rod and Gun Club
  - Mineral County Sportsmen's Association
  - Polson Outdoors
  - Powell County Sportsmen's Association
  - Prickly Pear Sportsmen's Association
  - Ravalli County Fish and Wildlife Association
  - Skyline Sportsmen
- Northwest Citizens for Wilderness
- The Wilderness Society
- Wildlands and Resources Association

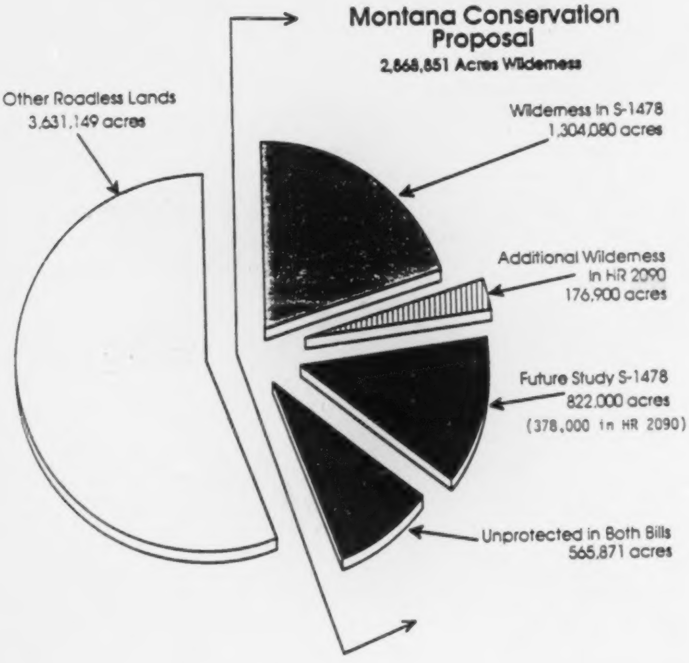
On March 21 and 22 the Energy and Natural Resources Subcommittee on Public Lands, National Parks and Forests will hold hearings on S 1478 (Baucus) and HR 2090 (Williams) bills to designate wilderness in the national forests of Montana. Last Congress, Senator John Melcher introduced a wilderness bill, S 2790, which died at the end of the Congress. Conservationists strongly urge that S 1478 be amended to:

1 - include areas contained in HR 2090 not found in S 1478,
2 - add three additional areas,
3 - make certain boundary changes,
4 - upgrade several proposed wilderness study areas to wilderness, and
5 - remove the provision deleting Bitter Creek as a BLM Wilderness Study Area.

MONTANA WILDERNESS LEGISLATION

S-1478 Baucus D-Montana
HR-2090 Williams D-Montana

6.5 MILLION ACRES INVENTORIED ROADLESS (U.S. Forest Service Data)



Background: The Montana Conservationist Proposal

Forty-three Montana organizations, including sportsmen, conservation, civic, and scientific groups have formed the Montana Wildlands Coalition and support a compromise proposal known as the Montana Conservation Proposal. The member groups of the Coalition seek wilderness designation for lands totalling 2.8 million acres, out of the 6.5 million acres of roadless areas within Montana's ten national forests.

While creating virtually no conflicts for other forest users, the conservationist proposal would protect vital areas around the state such as the eastern flank of the Bob Marshall Wilderness known as the Rocky Mountain Front, the largest unprotected roadless area in the Greater Yellowstone Ecosystem--the Gallatin Range, and the incomparable ranges of the Big Hole Country. Designating these areas wilderness in addition to the many others in our proposal around the state, will protect Montana's outstanding fisheries and wildlife, our burgeoning wilderness recreation industry and Montana's reputation of being "unspoiled, unforgettable".

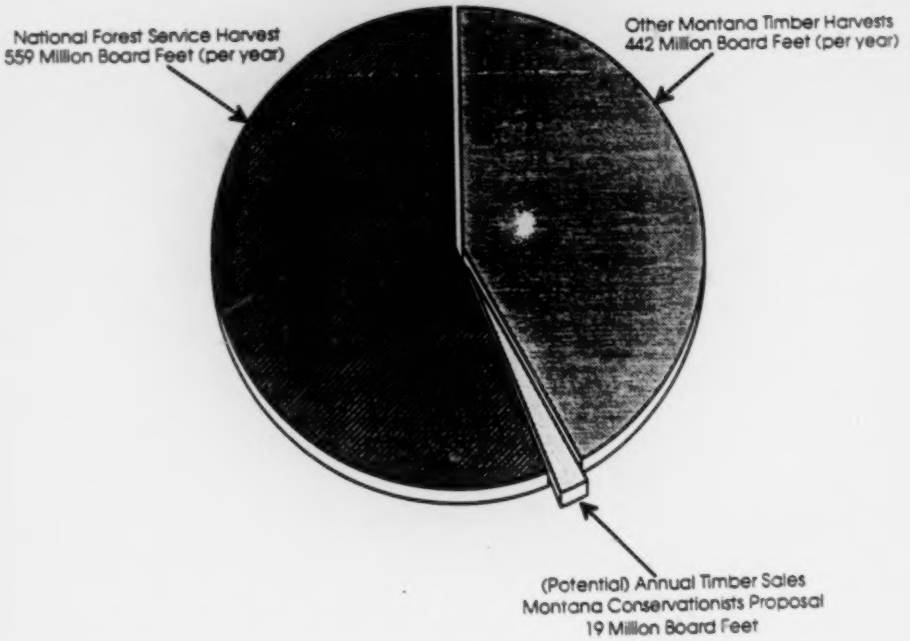
Conflicts

In developing our proposal we gave careful attention to balancing the needs of the timber, mineral and motorized recreation interests with wilderness values. Thus, of the 559 million board feet of timber allowed to be cut annually on Montana's national forests, only 19 million, or 3.5% of the cut would be affected by the conservationists' proposal. If the total timber harvest of approximately one billion board feet in Montana is considered, our proposal is just 1.9% of the total. Similarly, 18.6 million acres of federal land in Montana are open for mineral exploration and development. Our wilderness proposal removes 2.8 million acres, or just 15% from the total. And, we were diligent about removing Off Road Vehicle conflicts. For example just 63 miles of the 2,635 miles of groomed or marked snowmobile trails are contained in the conservationist proposal. Likewise of the 12,817 miles of national forest trails, over 50% would remain open to motorcycle use in addition to most of the 23,100 miles of national forest roads.

MONTANA CONSERVATION PROPOSAL

POTENTIAL EFFECT OF PROPOSED WILDERNESS ON TIMBER HARVEST IN MONTANA

(U.S. Forest Service Data)



TOTAL ANNUAL HARVEST 1 BILLION BOARD FEET

1. Areas and Boundaries in HR 2090 Which Should Be Added to S 1478

HR 2090 (Williams) passed the House of Representatives last October. It contains a number of important areas not in S 1478 which we support for addition.

- **Absaroka-Beartooth Wilderness Additions** - HR 2090 recognizes the importance of protecting the visually significant flanks of the Absaroka-Beartooth Wilderness by including Dexter Point as a land consolidation study area because of checkerboard ownership. In addition to Dexter Point we recommend adding other visually significant areas, specifically tie Creek and Mount Rae.
- **Cottonwood Lake** - This area is included in the Little Blackfoot Meadow wilderness proposal in HR 2090 as a National Recreation Area. We urge that it be added to S 1478 but as wilderness. As the only lake within the popular Little Blackfoot Meadows wilderness proposal, Cottonwood Lake is essential to maintaining traditional recreational uses, such as hiking, horseback riding, hunting and fishing.
- **Crazy Mountains** - HR 2090 and S 1478 designate the Crazy Mountains as a Land Consolidation Study Area because of mixed ownership. HR 2090's boundary along Cottonwood Creek should be included in S 1478. In addition the Big Timber and Upper Shields access points should have their boundaries adjusted to protect them from clear-cutting.
- **Fairview Plateau** - HR 2090 included the Fairview Plateau as part of Renshaw Mountain on the Rocky Mountain Front. It should be added to the Renshaw Mountain proposal in S 1478 because it contains vital winter and spring ranges for elk and bighorn sheep herds of the Bob Marshall Wilderness, as well as undisturbed lambing areas for bighorn and spring range for grizzly bear. This is the very best habitat in Renshaw Mountain for the wildlife of the Bob Marshall.
- **Nevada Mountain** - Part of the Helena National Forest's "elk triangle", Nevada Mountain is the largest roadless area on the Forest. Straddling the Continental Divide it is easily accessible to Helena and boasts some of the best elk hunting in the Forest.
- **Quigg Peak** - Quigg Peak is a part of the "string of pearls" which link the Welcome Creek Wilderness to the Anaconda-Pintlar wilderness. Quigg Peak contains excellent habitat for elk and bighorn sheep, protects the watershed of the blue ribbon Rock Creek, and is recommended for wilderness by the Forest Service. However, the 11,000 acre Ranch Creek part of Quigg Peak was omitted from HR 2090 and should be added as a part of the proposal in S 1478.
- **Scotchman's** - The boundaries in HR 2090 should be adopted.
- **Tobacco Roots** - HR 2090 designates 6,500 acres of the Tobacco Roots wilderness. this rugged range is visible from much of southwestern Montana. Of this rugged 96,000 acre roadless area, we recommend 18,000 be designated wilderness. There would be no impact to mining, ORV use, or timber harvest under our proposal.

2. Other Additions to S 1478

Three areas not in HR 2090 or S 1478 should be added to S 1478. They are:

- **Line Creek Plateau** - this 20,000 acre area is sandwiched between the Absaroka-Beartooth Wilderness and the North Absaroka Wilderness in Wyoming. This unique alpine grassland contains 20 uncommon or rare plants, and provides the visual backdrop for tourists along the Beartooth Highway.
- **Sheep Mountain** - Along the Montana-Idaho border, this spectacular 30,000 acre area contains several lakes with excellent fishing and important wildlife habitat.
- **Swift and Needle Creeks** - These two small (1800 acres) additions to the Anaconda-Pintlar Wilderness are recommended by the Forest Service as wilderness.

3. Important Boundary Changes to Areas in S 1478

Several areas contained in S 1478 have boundaries which need to be adjusted to better protect the wilderness resource.

Rocky Mountain Front (south to north)

- **Silver King-Falls Creek** - Boundaries should be moved south approximately two miles to protect the ancient Native American "Buffalo Road" described in Lewis and Clark's report to President Jefferson. Boundaries should also be moved north to protect eight popular hiking and horsepacking trails from Elk Pass to the Ford Creek Ranch.
- **Renshaw Mountain** - see Fairview Plateau under Section II.
- **Teton River** - Boundaries should be moved down one to two miles to protect popular hiking and horsepacking trails in the spectacular Teton River-High Peaks area.
- **Old Man of the Hills** - Boundaries should be moved north and east from Volcano Reef to allow unrestricted game travel to the Boone and Crockett Club's "Teddy Roosevelt Ranch".
- **Hall Creek** - Boundaries of the proposed study area for the Badger-Two Medicine need to be expanded to include the Hall Creek drainage adjacent to Glacier National Park.

Other Areas

- **Limestone Caves** - The boundaries of the Bob Marshall Wilderness should be expanded to include Lost Jack and Spotted Bear River-Dean Ridge to protect elk and grizzly bear habitat as well as two popular access points.
- **Lionhead** - Watkins Creek is left out of S 1478 because of alleged snowmobile conflicts. Yet the proposal for the Idaho portion of Lionhead, contained in the Idaho wilderness bill, closes upper Watkins Creek to protect wintering bighorn sheep. The Montana portion of Watkins Creek should also be included.
- **Little Blackfoot Meadows** - Boundaries should also be extended east to protect popular hiking and horsepacking trails along the Continental Divide near Bison Mountain.

- **Northern Swan** - In order to provide continuous protection along the popular Swan alpine trail, boundaries should be extended north to Columbia Mountain.
- **Sapphires** - Boundaries should be expanded north to Skalkaho Pass to retain the existing chain of unbroken wild lands surrounding the alpine trail along the Sapphires Crest.
- **Thompson-Seton** - In order to protect a vital old growth forest corridor to Glacier National Park, and critical bull trout spawning areas, boundaries must be extended to include the north slopes of Akinkoka Mountain.

4. Areas whose status should be upgraded

S 1478 proposes a number of areas as study areas. The following study areas should be upgraded to wilderness:

- **Big Snowies** - This unique island range rises 5,000 feet above the surrounding prairie of central Montana. There are few known conflicts. Providing wilderness protection for the entire area will give central Montana a nearby and important wilderness.
- **Blue Joint** - This proposed addition to the Frank Church-River of No Return Wilderness contains excellent elk habitat and only sub-marginal timber on the periphery of the area.
- **Gallatin Range** - The Gallatin Range is a wild, rugged 200,000 acre area running north from Yellowstone National Park's northwest flank. It is home to the grizzly bear, provides winter range for a large portion of the northern Yellowstone elk her, and is a spectacular recreation resource. Senator Baucus' bill designates the Gallatin Range a Land Consolidation Study area. As the designation implies, his principal concern here is checkerboard ownership with Burlington-Northern. The land ownership issue should not be an obstacle to designating the Range as wilderness. Wilderness designation would provide additional incentive to resolving the land ownership question quickly.
- **Middle Fork-Judith** - The rugged terrain of the Middle Fork includes deeply incised, multi-hued limestone canyons, excellent fishing, hunting, hiking, horse travel and wildlife viewing. It is home to one of the two largest elk herds of central Montana as well as numerous mammals and raptors.
- **Tenderfoot-Deep Creek** - Tenderfoot-Deep Creek borders the eastern side of the Smith River. Important habitat for elk and door, the 93,000 acre area also protects a vital part of the Smith River watershed, an internationally renowned blue ribbon trout fishery. It also provides needed diversity to the wilderness system because of its lower elevation rolling terrain.
- **Trout Creek** - Trout Creek is a 32,700 acre island of exceptional wildlife habitat including the best elk habitat in northwest Montana. Legislation proposed in 1984 included a core of wilderness here.

5. Release of Bitter Creek BLM Wilderness Study Area

We strongly urge that S 1478 not contain any provisions to release the Bitter Creek Wilderness Study Area or any other BLM Wilderness Study Area. BLM is in the midst of its wilderness review in Montana with Environmental Impact Statements covering many of the WSA's in the State due out over the next 12 months. It is premature to conclude that an area such as Bitter Creek should be released without having all studies completed and put into a statewide perspective.

We are unaware of any hardship imposed by wilderness study status on these public lands. Therefore, we strongly urge that the BLM study process be allowed to proceed by keeping Bitter Creek a Wilderness Study Area.

Senator MELCHER. Thank you.
Al Luebeck, Big Hole Watershed Coalition.

STATEMENT OF AL LUEBECK, BIG HOLE WATERSHED COALITION

Mr. LUEBECK. Senator Melcher, Senator Baucus: I am Al Luebeck of Butte, MT, and today I am testifying on behalf of a large coalition of southwestern Montana sportsmen's groups interested in protecting the Big Hole drainage. The sportsmen's groups are the Skyline Sportsmen of Butte, the Butte Chapter of Trout Unlimited, the Anaconda Sportsmen, Wise River Sportsmen, and the Beaverhead Forest Concerned Citizens.

I first want to discuss the West Big Hole area, since something truly historic happened at a meeting at a ranch near Wisdom 2 weeks ago. Local ranchers, sportsmen, and conservationists have, after years of intense debate, finally agreed on a compromise formula for protecting 125,000 acres of the area.

And we hope this committee will strongly consider implementing this proposal. The proposal calls for placing about 45,000 acres in wilderness and the remaining approximately 80,000 acres in a national recreation area. We request that the NRA language be written so that mining, logging, and road building are disallowed; traditional uses, such as post, pole, and firewood cutting, and presently established motorized uses should be allowed to continue.

We think that the watershed study contained in H.R. 2090 and S. 1478 simply postpone ultimate resolution of this issue and we think that this is an opportunity to finally settle the West Big Hole.

Some 20 miles further north of the West Big Hole lies the North Big Hole area. This area has by far the most valuable wildlife values of the Big Hole country and sportsmen support the proposal for the North Big Hole contained in S. 1478 which would add 27,620 acres to the adjacent Anaconda-Pintlar wilderness area.

S. 1478 contains two extremely important additions to the 25,700 acres contained in H.R. 2090. For the past four years, thousands of Montanans have expressed their support to their congressional delegation for wilderness protection of the North Big Hole.

The largest of the four Big Hole areas at 169,000 acres is the West Pioneer Mountain area. A little over a year ago, a coalition of ranchers and sportsmen's groups, including a group of snowmobilers from the town of Wise River, agreed on a compromise proposal which would designate 70,000 acres as wilderness.

The remaining 99,000 acres are proposed for an NRA designation where established motorized uses would be allowed to continue, but mining, logging, and roadbuilding would not be allowed.

The provisions of S. 1478 essentially reflect this proposal, with the exception that some logging would be allowed and we find this to be unacceptable.

The major management conflict over our proposal involves proposed logging and road building within a small portion of the proposed wilderness and NRA areas. But I want to say something about logging throughout the Big Hole. The Forest Service projects that their planned logging for the Big Hole drainage will require approximately 1,800 miles of new roads over the next 50 to 60 years.

Such a road system, along with thousands of acres of clearcuts, would lead to degradation of all other resources and also threaten the fishery of the Big Hole River. It is frustrating and ironic that the Forest Service insists on placing so much emphasis on logging of what is some of the poorest timber in America.

The Beaverhead timber sale program annually loses between $2 and $3 million. This huge subsidy is a source of anger and frustration to sportsmen, who feel they are being forced as taxpayers to pay for the destruction of the fish and wildlife resources which they cherish.

The major sawmill affected by timber supply on the Beaverhead forest is the Stoltz mill in Dillon and officials of this mill have been making a lot of noise lately, claiming that there is not enough timber available to maintain their operation.

But their actual performance is full of contradictions. In September 1986, Stoltz failed to bid on the 12 million board-foot Bozelle timber sale, the largest sale ever sold in the Beaverhead Forest. This sale was purchased by an out of State firm, an Idaho firm, which had to travel almost as far as the Stoltze mill would have had to travel to haul that timber.

Also last December, Stoltze failed to bid on the Bivens sale, and last October they placed no bid on the Schultz Creek sale. They also did not bid on a very large, 5 million board-foot Cascade sale in April of 1986. About half of the timber sales in the Deer Lodge National Forest lie within Stoltze's working circle, yet they have not seriously bid—they have only seriously bid on two sales in the last 5 years.

In view of Stoltze's performance in bidding on timber sales, one has to wonder whether timber supply is Stoltze's real problem and what this mill is really up to.

In conclusion, I want to say that there now exists in southwest Montana a great awareness of the magnificent natural values of the Big Hole country. This awareness has translated into great public support for protecting the Big Hole.

Thank you.

[The prepared statement of Mr. Luebeck follows:]

BIG HOLE WATERSHED COALITION STATEMENT

SKYLINE SPORTSMEN'S ASSOCIATION

BUTTE CHAPTER OF TROUT UNLIMITED

WISE RIVER SPORTSMEN'S ASSOCIATION

ANACONDA SPORTSMEN'S CLUB

BEAVERHEAD FOREST CONCERNED CITIZENS

SENATE ENERGY AND NATURAL
RESOURCES SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS
AND FORESTS ON S1478 AND HR2090

PRESENTED BY:

AL LUEBECK
2710 AMHERST
BUTTE, MT. 59701

MARCH 21 AND 22 1988

BIG HOLE WATERSHED COALITION STATEMENT

I am Al Luebeck of Butte, Montana and today I am testifying on behalf of a coalition of Southwestern Montana sportsmen's groups. They are the Skyline Sportsmen of Butte, the Butte Chapter of Trout Unlimited, Anaconda Sportsmen, Wise River Sportsmen, and the Beaverhead Forest Concerned Citizens. The membership of these organizations consists mainly of working class people who value their hunting, fishing, and wildland recreation above almost everything else.

I am going to limit my remarks today to legislative proposals for the four areas within the Big Hole drainage of the Beaverhead National Forest. These four areas, the North and West Big Hole and East and West Pioneer Mountains, contain some of the finest scenic, wildlife, fishery, and outdoor recreation values in America. As you drive the highway through the upper Big Hole valley above the town of Wise River, you are surrounded by the magnificent mountains and forests of these areas. These areas also provide the clean pure waters for the nationally famous trout fishery of the Big Hole River.

West Big Hole Proposal

In addressing the four areas, I first want to discuss the West Big Hole since something truly historic happened at a meeting at a ranch near Wisdom two weeks ago. Local ranchers, sportsmen, and conservationists have, after years of intense debate, finally agreed on a formula for protecting 125,000 acres of the area and we hope this committee will strongly consider implementing this proposal. The proposal calls for placing about 45,000 acres in wilderness and the remaining approximately 80,000 acres in a national recreation area (NRA). We request that the NRA language be written so that mining, logging, and road building are disallowed. Traditional uses such as post, pole, and firewood cutting and presently established motorized uses should be allowed to continue.

The tall snowcapped peaks of the West Big Hole provide the breath taking backdrop to the beautiful upper Big Hole Valley, and Southwestern Montanans are nearly unanimous in feeling this area should be protected.

North Big Hole Proposal

Some twenty miles further north of the West Big Hole lies the North Big Hole area. This area contains a marvelous mix of forest, mountain meadows, and grassy parklands which would add considerable diversity to the adjacent high alpine setting of the Anaconda-Pintler Wilderness. This area has, by far, the most valuable wildlife values of the Big Hole country. A very large elk herd depends on the area for calving and spends the spring, summer, and fall there. Timber sales the Forest Service had planned for the extremely marginal timber found there would have been devastating to this elk herd. In addition to elk, this area supports good populations of moose, deer, and black bear and a rare species of freshwater clams thrives in Clam Creek.

Sportsmen support the proposal for the North Big Hole contained in S1478 which would add 27,620 acres to the adjacent Anaconda-Pintler Wilderness Area. S1478 contains two extremely important additions to the 25,700 acres contained in HR 2090. Logging within either of these two small additions would severely harm the integrity of the whole area.

Over the past four years, thousands of Montanans have expressed their support to our Congressional delegation for wilderness protection of the North Big Hole and no area in the state is more deserving of this protection.

West Pioneer Proposal

The largest of the four Big Hole areas, at 169,000 acres, is the West Pioneer Mountain area. A little over a year ago, the coalition of ranchers and sportsmen's groups, including a group of snowmobilers from the town of Wise River, agreed on a compromise proposal which would designate 70,000 acres as wilderness. The remaining 99,000 acres are proposed for an NRA designation where established motorized uses would be allowed to continue, but mining, logging, and road building would not be allowed. The provisions of S1478 essentially reflect this proposal, with the exception that some logging would be allowed and this is unacceptable.

The 70,000 acres we recommend for wilderness is a marvelously scenic mosaic of high alpine lakes, meadows, and forests. Three lakes within the wilderness core are of tremendous biological significance since they are one of two or three places outside of Alaska which still contain native lake dwelling Arctic grayling populations.

East Pioneer Proposal

The organizations I am speaking for support the proposal for a 74,500 acre East Pioneer Mountain Wilderness. There are no real conflicts over this area.

Logging in Big Hole Doesn't Make Sense

The major management conflicts over our proposal involve proposed logging and road building within small portions of the proposed wilderness and NRA areas, but I want to say something about logging throughout the Big Hole. The Forest Service projects that their planned logging for the Big Hole drainage will require approximately 1800 miles of new roads over the next 50 to 60 years. Such a road system along with thousands of acres of clearcuts would lead to degradation of all other resources and also threaten the fishery of the Big Hole River from siltation and dewatering.

It is frustrating and ironic that the Forest Service insists on placing so much emphasis on logging of what is some of the poorest timber in America. The Beaverhead Forest timber sale program annually loses between two and three million dollars. In fiscal year 1985 it lost $3.1 million! This huge subsidy is a source of anger and frustration to sportsmen who feel they are being forced as taxpayers to pay for the destruction of the fish and wildlife resources they cherish.

Stoltze Sawmill Contradicts Itself

The major sawmill effected by timber supply on the Beaverhead Forest is the Stoltze mill in Dillon and officials of

Stoltze are claiming there isn't enough timber available to maintain their operation. But their actual performance is full of contradictions. In September of 1986, just 1½ years ago, Stoltze failed to bid on the 12 million board foot (mbf) Bozelle timber sale, the largest sale ever sold on the Beaverhead Forest. This sale was purchased by an Idaho firm for the ridiculously low price of $10.26 per thousand board feet. Even though Stoltze claims the 105 mile haul was too far, every mill in Montana hauls that far and further on a regular basis. Just last December Stoltze also failed to bid on the Bivens sale which is only 50 miles from Dillon and last October they placed no bid on the Schultz Creek sale. They also did not bid on the 5 mbf Cascade sale in April of 1986.

About half of the timber sales on the Deer Lodge National Forest lie within Stoltze's working circle, yet they have seriously bid on only two sales in the past five years. In fiscal year 1987, Stoltze placed only the minimally acceptable bid on four Deer Lodge sales and was substantially outbid on each sale. In view of Stoltze's performance in bidding timber sales, one has to wonder whether timber supply is Stoltze's real problem and what this mill is really up to.

Conclusion

Returning to the Big Hole and in conclusion, I want to say that there now exists in Southwest Montana a great awareness of the magnificent natural values of the Big Hole country. This awareness has translated into great public support for protecting the Big Hole. The unspoiled Big Hole country is a national treasure which future generations will cherish as much as they now cherish Glacier National Park and the Bob Marshall Wilderness.

Senator **Melcher**. Thank you.

J.B. Anderson, Big Hole Ranchers Association.

Mr. **Anderson**. Is it appropriate if Clayton Huntley goes first, Senator?

Senator **Melcher**. Sure. Clayton, president of the Big Hole Ranchers Association.

STATEMENT OF CLAYTON HUNTLEY, PRESIDENT, BIG HOLE RANCHERS ASSOCIATION

Mr. **Huntley**. Senator Melcher, Senator Baucus: I am Clayton Huntley. I am president of the Big Hole Ranchers Association.

My family has been in the Big Hole Valley for four generations and I have lived there all my life. Some of the ranchers still live on the land that their great-grandfathers homesteaded in the 1890's.

The ranching community of this valley has traditionally opposed wilderness designation for the surrounding Beaverhead National Forest. However, because of the physically and environmentally irresponsible Forest Service policy, we have joined forces with environmentalists and sportsmen in supporting the wilderness.

This is a complete turnaround for the ranchers and was achieved only after many years of evaluation and discussion about what really lies in our best interest.

What is in our best interest is to preserve our watershed, our range integrity, and the beauty of our valley for future generations.

The area that concerns us lies between the proposed wilderness on the West Big Hole and the forest boundary. This is the proposed national recreation area which we want managed for traditional use, post and pole cutting, grazing, oil and gas exploration, mining, snowmobiling, and other recreational use.

We want this legislation to include every—in very specific language, excluding all commercial timber sales and logging roads in the West Big Hole. We also endorse the wilderness proposal for the East Pioneers.

We feel that the exclusion of commercial logging is a small sacrifice to preserve one of the most beautiful areas in the United States.

There are compelling economic reasons to halt commercial logging as well. This timber can only be harvested at a tremendous loss to the Federal Treasury. With elevations over 6,000 feet, the Big Hole Valley is one of the coldest spots in the lower 48 States, with only 88 frost-free days a year and 12 to 13 inches of annual rainfall, with temperatures dropping into the minus 50 degrees.

It takes 120 to 150 years to grow a tree to maturity. For all practical purposes, timber in the Big Hole is a nonrenewable resource. There are 20- and 30-year-old clearcuts in that valley that, even after several planting efforts, have not regenerated.

As ranchers, our watershed is our lifeblood. A water shortage is very devastating. We fear that clearcuts will cause early runoffs, premature peak stream flow, and thereby be lost for irrigation purposes.

Another very serious problem caused by logging roads and clearcuts is spotted napweed. Napweed destroys natural range and grass and is introduced by recreational vehicles and logging equipment. Napweed has a severe economic impact on the livestock industry, as well as a severe impact on big game. We have counties in western Montana that have been consumed by knapweed.

The Big Hole Valley is unique in many ways, surrounded by the Beaverhead National Forest, which is the home of the largest elk herd in the State of Montana.

The Big Hole Valley is a world renown—or excuse me, the Big Hole River is a world renowned blue ribbon trout stream, with class A waters, which by state law must not be degraded.

It is also the last and only known spawning ground for the Arctic grayling in the lower 48 States.

The Forest Service has never established baseline data to determine what effect the logging roads and clearcuts will have on sedimentation and spawning grounds in the Big Hole River.

Mr. Chairman, the Big Hole Ranchers Association respectfully urges you and all this committee to take a long hard look at the Federal timber program and to ask yourselves what really benefits your constituents, the wasteful degradation of our natural resources at a tremendous cost to the taxpayers or the preservation of range and watershed and the enhancement of recreation and to keep for our children the esthetic beauty we have known all these years.

Thank you very much.

Senator MELCHER. Thank you.

Mr. Anderson.

STATEMENT OF J.B. ANDERSON, BIG HOLE RANCHERS ASSOCIATION

Mr. ANDERSON. Thank you for the opportunity to testify here today.

Several years ago, I flew to Elk Horn, Nevada, to meet with John Seiberling to discuss with him my opposition to wilderness and the excess roads and timber sales in the Big Hole Valley. When I got Congressman Seiberling aside and expressed my concerns, he ended a very short conversation by saying: You have two choices, roads or wilderness; make up your mind.

Well, it seems like it is not much of a choice to me. But the Big Hole Ranchers have concluded that road construction and timber sales are substantially more egregious to our concerns than wilderness. The ranchers' overriding concern is that the 1986 Beaverhead Forest plan is devoid of any meaningful consideration of the potential impact on the watershed.

The National Forest Management Act requires the Forest Service to "ensure that clear cutting and other even-edged management practices will be used only where they are consistent with the protection of soil, watershed, fish, wildlife, recreation, and esthetic resources."

The Beaverhead plan grossly fails to meet these requirements. The plan does not establish standards and guidelines which will protect water quality. It also fails to ensure that proposed road construction and harvest methods are compatible with water quality goals and related fishery resources.

The Forest Service has offered only one answer to public comments on water quality, that the plan will meet "watershed standards through the use of best management practices." As near as I can determine, this term refers in the main to procedural requirements rather than substantive requirements, and relates mainly to filling out the proper forms to meet the Clean Water Act and NEPA standards.

In short, forest managers have given themselves a blank check to prepare timber sales regardless of water quality. Just within this last week, the Big Hole ranchers became aware of a letter addressed to Ron Pritchard, Beaverhead Forest supervisor, concerning the Andrus Creek timber sale in the south end of the Big Hole Valley, which has been appealed by the ranchers and various environmental groups.

This letter from Leroy Ellig, a Fish, Wildlife, and Parks hydrologist from Bozeman, MT, requested that the Forest Service cease all activity with respect to the Andrus Creek sale until monitoring devices were in place and adequate opportunity passed to conduct monitoring of the stream to establish baseline data to determine the effect of the road and timber sale on Andrus Creek.

Further, it has been brought to our attention that the Wisdom district of the Beaverhead National Forest is presently implementing an accelerated timber preparation program at a taxpayer cost of approximately one-half million dollars.

It undoubtedly will be an attempt to create such a flood of timber sale proposals that one or two will slip through without being appealed. Many appeals at the present would not stand legal muster if the Forest Service focused on quality analysis rather than quantity analysis.

The Big Hole ranchers unanimously support wilderness designation for the North Big Hole tack-on to the Anaconda-Pintlar Wilderness Area. The Howell Creek Road was punched into a previously pristine RARE II area in violation of *California* v. *Block*. Such illegality was acknowledged by then forest supervisor Joe Wagonfer.

At a bare minimum, the citizens of this country have the right to be free from arbitrary, capricious, and illegal activity by an agency of the federal government and its paid employees.

Merely postponing the Howell Creek sale is insufficient. Placing the entire area into wilderness designation, including the illegal road, will serve as stark notice and reminder that such activity will not be tolerated by the American public.

The Big Hole ranchers are extremely concerned that heavy Forest Service emphasis on timber production may in fact destabilize communities and make them vulnerable to devastating economic problems, while reducing their capacity for recreation and healthy diversification. The economy of a community, if it is dominated by a single industry, is positioned for economic disaster, citing Butte and Anaconda as examples.

Stable, healthy communities, either by plan or accident, usually are diversified sufficiently to avoid the catastrophic impact of a single industry closure or decline.

All in all, the Big Hole ranchers have entered into an agreement with environmental groups to support a small wilderness core and a surrounding national recreation area. At the very least, we would support the watershed study area encompassed in the two bills.

Thank you.

[The prepared statement of Mr. Anderson follows:]

BIG HOLE RANCHERS' ASSOCIATION'S TESTIMONY SUBMITTED TO SUBCOMMITTEE ON PUBLIC LANDS

Gentlemen:

The Big Hole Ranchers are a group of local ranchers in the Big Hole Valley, Grasshopper Valley, and Horse Prairie Valley, and, in general comprise about ninety percent of the property owners in the Big Hole Valley. General membership in the Big Hole Ranchers' Association is limited to those Ranchers owning property in these valleys. Associate membership may be held by anyone.

An original group of Big Hole Ranchers was informally organized several years ago in opposition to Wilderness designation for the West Big Hole. The ranchers were so opposed to Wilderness, they forgot to look at the other side of the coin and see what the Forest Service was doing with respect to timber sales and road construction in the Big Hole Valley. The Big Hole Ranchers are not opposed to all timber harvest and all road construction in the Big Hole Valley, but they are opposed to the amount of harvest and road construction proposed by the 1986 Beaverhead Forest Plan which, if implemented, will result in approximately four square miles of road per square mile of forest within fifty years in Beaverhead County. We believe we have a sufficient amount of road construction in the valley at this point to service all resource needs. The ultimate goals of the Big Hole Ranchers' Association are as follows:

1. Watershed protection;
2. Elimination of below cost timber and road construction in the valley;

3. Prevention of knapweed infestation which sterilizes the soil and depletes property values; and,

4. Preservation of the unique, pristine qualities which exist in this valley and other neighboring valleys where ranching is such an important part of people's way of life.

The Big Hole Ranchers believe, in general, that if the watershed is given first and highest priority for protection, all other resource values will be protected. The Ranchers are extremely concerned that the Forest Service has failed to assure them that timing of runoff, stream sedimentation, and water degradation won't occur with all the roads and timber sales planned for the valley. Timing of runoff is a critical consideration for the ranchers in the valley. If early spring runoff flows are increased before ranchers are ready to irrigate, all the water runs down the stream before it can be used for irrigation. Consequently, there is less water running off in the fall which creates a potentially damaging effect on the fisheries' population in the Big Hole River.

Our concerns about road construction, watershed protection, and knapweed infestation are exacerbated by the fact that over sixty percent of the timber cutting and seventy percent of new road construction over the next ten years will take place in the Big Hole Valley.

The Ranchers' most overriding concern is that the 1986 Beaverhead Forest Plan totally fails to address the potential impact on the watershed. The National Forest Management Act requires the Forest Service to "insure that clearcutting and other even aged management practices will be used only where they are consistent with the protection of soil, watershed, fish, wildlife, recreation, and asthetic resources. (§6(g)(3)(F)(V). NFMA.

The Beaverhead Forest Plan grossly fails to meet these requirements. The Plan does not establish standards and guidelines which will protect water quality. It also fails to insure that proposed road construction and harvest methods are compatible with water quality goals and related fishery resources. The Forest Service has offered only one answer to public comments on water quality, that the Plan will meet "watershed standards" through the use of "Best Management Practices" (BMP's). As near as I can determine, this term refers, in the main, to procedural requirements rather than substantive requirements and relates mainly to filling out the proper forms to meet Clean Water Act and NEPA standards. In short, forest managers have given themselves a blank check to prepare timber sales regardless of water quality.

The Beaverhead Forest's monitoring plan is inadequate for two reasons. First, there are no forest plan or sedimentation standards against which monitoring can be tested. Without standards, results of monitoring are meaningless and there is no "threshhold" which, if exceeded, will require some action or modification in the Plan. Second, even if a standard or threshhold existed, all the monitoring plan requires when the standard is violated is "further evaluation." Although the evaluation report may recommend changes in practices, there is no requirement that the forest supervisor accept the recommendation. In fact, some recommendations may be beyond the supervisor's authority.

The Forest Plan and EIS do not demonstrate that the BMP can essentially eliminate sediment eroded and introduced into streams as the result of timber management and meet Montana's A-1 water quality standard.

Monitoring for water quality, sediment yield and fisheries should occur immediately above and below the proposed harvest area. If logging induced water quality violations are presently occurring, no additional harvest should occur. Special consideration should be given to monitoring during spring runoff and after unusual storm events. BMP's should be evaluated with adequate site-specific data to determine if they are applicable for further use on other parts of the forest. This monitoring program must also have enforcement powers capable of terminating timber harvest activities if violations of Water Quality Standards or Nondegradation occur, or if other beneficial uses such as fisheries are being impacted.

Just within this last week, the Big Hole Ranchers became aware of a letter addressed to Ron Prichard, Beaverhead Forest Supervisor, concerning the Andrus Creek Timber Sale in the south end of the Big Hole Valley which has been appealed by the Ranchers and various environmental groups. This letter from Leroy Ellig, a Fish, Wildlife and Parks hydrologist from Bozeman, Montana, requested that the Forest Service cease all activity with respect to the Andrus Creek Sale until monitoring devices were in place and adequate opportunity passed to conduct monitoring of the stream to establish baseline data to determine the effect of the road and timber sale on Andrus Creek.

Further it has been brought to our attention that the Wisdom District of the Beaverhead National Forest is presently implementing an "accelerated timber preparation program" at a taxpayer cost of approximately $500,000.00. The title of this program tells us exactly what this program is about. It undoubtedly will be an attempt to create such a flood of timber sale proposals that one or two will slip through without being appealed. Many appeals at the present would not stand legal muster if the Forest Service focused on quality analysis rather than quantity analysis.

The Ranchers are also concerned as taxpayers, that virtually every timber sale plan in the Big Hole Valley is a below cost sale. The estimated yearly cost to taxpayers of harvesting timber on the Beaverhead Forest is 2.2 million dollars.

Another consideration as a result of timber sales, is the fact that virtually all of Western Montana where areas have been logged off, Spotted Knapweed grows in epidemic proportions. Once Knapweed is introduced into an area, all activities tend to spread it. It has been revealed in a Montana State University study that runoff of surface water on plots infested with Spotted Knapweed was fifty-six percent higher than on plots of bunchgrass such as Bluebunch Wheatgrass and Rough Fescue. At the same time, soil loss was 192 percent greater on the Spotted Knapweed plots than on the Bunchgrass plots. Without question some or all of the timber sold in the Big Hole Valley will be hauled to the Bitterroot Valley where logging trucks will bring back a fair share of Knapweed seed and introduce it into the valley. To date, neither the Forest Service nor the loggers will acknowledge or accept the responsibility of preventing the introduction of this weed into logged off areas.

Most of the Ranchers clearly do not classify themselves as environmentalists. However, they certainly classify themselves as conservationists. We realize there are certain unique and pristine qualities which exist in the Big Hole Valley and do not exist anywhere else in the world. The Big Hole Ranchers Association was formed in an attempt to protect those values. There is superb elk hunting, moose hunting and fishing. The Big Hole River is the last known stream in the lower 48 states in which the Arctic Grayling exists. The Grayling, however, is at such a low population level that fish and wildlife biologists say that any upset in the Grayling's environment will be the deathknell for the species.

The Big Hole Ranchers have entered into a tentative agreement with various environmental groups to allow two small wilderness areas in the West Big Hole and encompass the wilderness areas with a surrounding national recreational area (NRA) down to the private property boundary which would include all traditional uses, but would specifically prohibit and exclude commercial logging and further roading by the Forest Service. The Big Hole Ranchers, initially, did not favor Wilderness designation. However, we have been pushed into the corner and in the interests of getting this issue over with and on down the road, we have found a way to reduce the controversy and will agree to the establishment of an NRA in the West Big Hole, provided, specific language is included which prohibits commercial logging and roading.

The Big Hole Ranchers unanimously support wilderness designation for the North Big Hole tack on to the Anaconda Pintlar Wilderness area. We support inclusion of all that area from the existing wilderness boundary to the National Forest - private property boundary and including that area adjacent to both sides of the *illegal* Howell Creek Road. Our support is based on the following compelling considerations:

1. The Howell Creek Road was punched into a previously pristine Rare II area in violation of *California vs. Block*. Such illegality was acknowledged by then Beaverhead Forest Supervisor, Joe Wagenfehr. At a bare minimum, citizens of this country have the right to be free from arbitrary, capricious and illegal activity by an agency of the federal government and its paid public employees. Merely postponing the Howell Creek sale is insufficient. Placing the entire area into wilderness designation, including the illegal road will serve as stark notice and reminder that such activity will not be tolerated by the American public.

2. An analysis of the documents obtained from the United States Forest Service clearly reflects that this road was under consideration during the period from 1972 to 1981. These documents clearly establish that the road could not and would not have been built absent the infusion of appropriated funds as the harvest of timber and receipts from such a harvest could not and *still do not* justify the cost of roading.

3. In a report dated May 17, 1977, concerning preliminary sales feasibility discussions, Forester, L.A. Froburg, states "The sale (Howell Creek) is economically unfeasible based upon current market conditions. (Stumpage receipts must increase by over 160 percent for the sale to carry the road or appropriated funds must be available to at least cover primary road costs estimated to be $260,000.00 but actually cost $350,000.00.) *We somehow, must convince the appropriate people that substantial investments of appropriated funds are necessary to manage timber on the Beaverhead Forest.*" There is a further analysis concluding, "Obviously, 'hard money' must be a part of timber management on economically marginal timber lands." I make reference to these two statements in pointing to the fact that the Forest Service

> itself recognizes the need for a road subsidy to the logging companies and further recognizes that logging in the Big Hole Valley is an economically marginal proposition at best in spite of their rhetoric that there is no subsidy to the timber industry and that the Big Hole will grow commercially harvestable timber.

To date, the Big Hole Ranchers have spent approximately $50,000.00 in legal fees and experts fees in preparing an appeal of the Beaverhead Forest Plan and also in support of a preliminary injunction on three timber sales and road construction projects in the Big Hole Valley. Although the motion for preliminary injunction was denied, the Big Hole Ranchers are committed to press ahead with the appeal of the Beaverhead Forest Plan absent a satisfactory resolution short of judicial relief in an attempt to stop the timber sales and road construction projects.

The Big Hole Ranchers' are extremely concerned that heavy Forest Service emphasis on timber production may, in fact, destablize communities and make them vulnerable to devastating economic problems while reducing their capacity for recreation and healthy diversification. The economy of a community if it is dominated by a single industry is positioned for economic disaster. Stable, healthy communities either by plan or accident, usually are diversified sufficiently to avoid the catastrophic impact of a single industry closure or decline. Planning for economic diversity and steady planned growth instead of taking the fast buck helps assure a stable, prosperous economy. If the community is, to some extent, dependent on the wood products industry, can the supplies of timber realistically be expected to sustain that industry into the foreseeable future? The Big Hole Ranchers contend that to sustain such an industry is too great an expense to other resources.

All in all, the Big Hole Ranchers would like a status quo designation for the Big Hole Valley and we believe the designation of the West Big Hole as a National Recreation Area most substantially achieves this status quo designation. It is our desire that the NRA language would allow post and pole sales for ranchers to obtain fencing materials and local people to get firewood but would absolutely prohibit commercial logging and road construction on the scale presently planned by the Beaverhead Forest.

I am submitting to the Montana congressmen, copies of our statement of reasons in support of appeal of the Beaverhead Forest Plan and also our reply to the responsive statement of the regional forester. I would urge committee members to review these two documents to find a comprehensive and detailed analysis of the Beaverhead Forest Plan and our reasons for opposing that plan.

Thank you very much.

Big Hole Ranchers' Association

By______________________________
J. B. Anderson

Senator MELCHER. Thank you also for very good testimony.

Senator Baucus.

Senator BAUCUS. I wonder if you could address West Pioneers. The earlier witness expressed his concern about West Pioneers and felt it should not be a designated wilderness. I would like to give you a chance to say where you think it should be.

Mr. LUEBEK. Even if the area is released, very little of that area is going to go into the timber base. There is a few little spots, a few acres that would be released to the timber base, but it is insignificant.

It is a magnificent area, one of the nicest areas in the bill. It has a big elk herd. It is especially important for elk.

Even though, again, what is happening in the Big Hole is what is happening everywhere in the Beaverhead National Forest. They are punching roads in everywhere. As I said, Beaverhead National Forest projects 1,800 miles over the long term, 34 miles of road a year, and reducing security for elk hunting.

We are seeing additional restrictions every year put on elk hunters, and the next restriction is going to have to be a reduction in the length of the elk hunting season, it really is. That is really reducing the quality and the opportunities for hunters.

But from an economic standpoint also, I had an owner of a small business in Wise River say that, talking about jobs, the timber industry on the one hand thinks that the only jobs are created by timber, but those are not the only jobs that are there.

This person makes his living, and he said that the business that he gets during the hunting season carries him all the way through the winter. And a reduction of one week in the hunting season is going to significantly reduce his income, as well as the outfitters that operate in that area.

Senator BAUCUS. A quick question. What about appeals? Does the environmental community think that the appeals process is too lengthy and could be shortened down, and causes more problems in many cases than it solves?

Mr. ANDERSON. Could I speak to that, Senator? The Beaverhead ranchers filed an appeal of the Beaverhead forest plan, at a cost of approximately $30,000, and filed that appeal with expert testimony in 45 days. It took the U.S. Forest Service 14 months to respond to our appeal. We got a responsive statement out in 30 days and a reply out in 30 days to their responsive statement, and this thing is still—we are still waiting on the Forest Service to move.

Mr. KUHL. Could I respond to that? I agree that the Forest Service could do a better job of shortening the appeals length, but I think they also can do a better job in public involvement before they make their decisions that can be appealed one way or the other.

Right now on the Flathead Forest, when you get a notice of a particular action, the only chance that you have really to put testimony or comment in is during what is called the scoping process, which is gathering general concerns. Once they start formulating alternatives to that action, there is no further option for public involvement.

So the only option at the end is when the district ranger makes his decision, is to appeal or not appeal. There is no place in that process for public comment to come together and focus on a very specific question before you have to appeal or not appeal.

Senator BAUCUS. Thank you.

Senator MELCHER. Thank you all very much.

The vote is on. The subcommittee will stand in recess until 2:05.

[Whereupon, at 12:10 p.m., the subcommittee was recessed, to reconvene at 2:05 p.m. the same day.]

AFTERNOON SESSION

Senator MELCHER. The subcommittee will come to order.

We will call on our last panel: Joseph Keating from CENEX; Norm Burnett from Phillips; Sally M. Sommers from Chevron; Jonathan Hanson, president of Superior Area Chamber of Commerce; Marvin McMichael from Stone Container; and Keith Olson from the Montana Logging Association.

Joe Keating first.

STATEMENT OF JOSEPH R. KEATING, GENERAL MANAGER, EXPLORATION AND PRODUCTION, CENEX

Mr. KEATING. Thank you, Mr. Chairman. My name is Joe Keating and I am the general manager of exploration and production for CENEX in Billings, MT, and we are grateful for the opportunity to present our views.

Mr. Chairman, we have submitted written testimony and we request that that also be made part of the record.

In summary, CENEX recognizes the value of the national wilderness preservation system and we support certain additional wilderness lands in Montana. But we strongly oppose the inclusion of lands having multiple use values, particularly the potential for significant oil and gas reserves.

Fortunately, this wilderness debate has extended for enough years that new geologic information has developed which should be considered before the final decision is made. Our written testimony is specific relative to the Jewel Basin hiking area, which appears unique. However, other areas west of the continental divide should be considered for oil and gas before being locked up as extensions to the existing wilderness.

In view of the length of this wilderness deliberation, 1981 can still be considered as current events, and it was not until 1981 that more than 50 years of geologic thinking changed, including studies that were done by the U.S. Geological Survey.

The first seismic surveys were done in that year west of the continental divide. Prior to that time, geologic science declared the area as having no potential for oil and gas. The seismic work changed that thinking and since that time one legitimate test well has been drilled in the region, and that hole had shows of hydrocarbons. But it is the only subsurface information available in an area of over 10,000 square miles.

Our purpose here today is to ask and urge that consideration be given to these very important happenings. Now that this information has become available, it is too late to say we did not know about the potential of oil and gas when we withdrew hundreds of thousands of acres from the domestic energy search.

We ask that you recognize this information and use it in your final decision.

Thank you.

[The prepared statement of Mr. Keating follows:]

Testimony of Joseph R. Keating, General Manager
Exploration and Production, CENEX
On Behalf of CENEX

Subcommittee on Public Lands, National Parks and Forests
U. S. Senate
Washington, D. C.

March 21, 1988

COMMENTS REGARDING MONTANA LANDS TO BE INCLUDED IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM

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Billings, Montana 59104
(406) 656-4343

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PROPOSED MONTANA WILDERNESS

Mr. Chairman:

My name is Joe Keating. I am the General Manager of Exploration and Production for CENEX. We are grateful for the opportunity to participate in this hearing which will consider information relative to designation of additional wilderness lands in Montana.

For the purpose of identification, CENEX is an integrated independent oil company with corporate offices in St. Paul, Minnesota. For more than forty years we have conducted exploration and production operations from our Billings area office where we develop oil and gas prospects, secure leases, drill wells and produce oil and gas. Twenty miles to the west we own and operate a 42,000 barrel per day refinery at Laurel, Montana. Marketing of petroleum products is principally to the agricultural community in the 14 northwestern states. All of our oil and gas production is located in Montana, North and South Dakota and Wyoming. We rank as the 53rd largest oil producer in the nation. Nearly 90% of our crude oil production is from federal ownership which prompts us to be concerned with the wilderness process. We conducted exploration drilling in virtually undeveloped western Montana as early as 1975 and have been active in the extreme northwestern portion of the state since 1981.

Farmers Union Central Exchange, Incorporated

To the point, CENEX does not support wilderness designation of additional lands that have potential for oil and gas development. However, the lack of exploration activity in much of the proposed wilderness delays us in identifying many areas that may have oil and gas potential. In view of the lack of geologic information and the prevailing sense of urgency to complete the National Wilderness Preservation System, the timing factor is heavily in favor of wilderness proponents.

CENEX does have grounds to take a strong position on the Jewel Basin Hiking Area contained in the 1986 Senator Melcher bill S. 2790 and in S. 1478 and H.R. 2090 introduced in 1987 by Senator Baucus and Congressman Williams. We support the Melcher proposal. We oppose the Baucus and Williams proposal.

The Jewel Basin Hiking Area has been under study for a number of years, is roadless, has unique characteristics and has merit as wilderness. S. 2790 proposes such by designating a free standing unit containing 15,300 acres. Both S. 1478 and H.R. 2090 propose to extend the south boundary of the Jewel Basin Hiking Area (Township 27 North, Range 18 West) a distance of 24 miles along the Swan Range to adjoin the boundary of the existing Bob Marshall Wilderness (Township 24 North, Range 16 West). S. 1478 and H.R. 2090 identify the proposed area as Jewel Basin - Swan Crest containing 171,000 acres. These areas are illustrated on the attached map.

CENEX holds oil and gas leases within the Jewel Basin Hiking Area but recognizes the value of the wilderness designation for that land. Within the 24 mile corridor between Jewel Basin and the Bob Marshall, CENEX also holds leases and believes the area has potential for oil and gas. Seismic surveys have been shot across the corridor and roads are in place. Geologic studies indicate that subsurface structures exist between Jewel Basin and the Bob Marshall but no exploration drilling has yet taken place. To withdraw these non-specific lands from multiple use is premature.

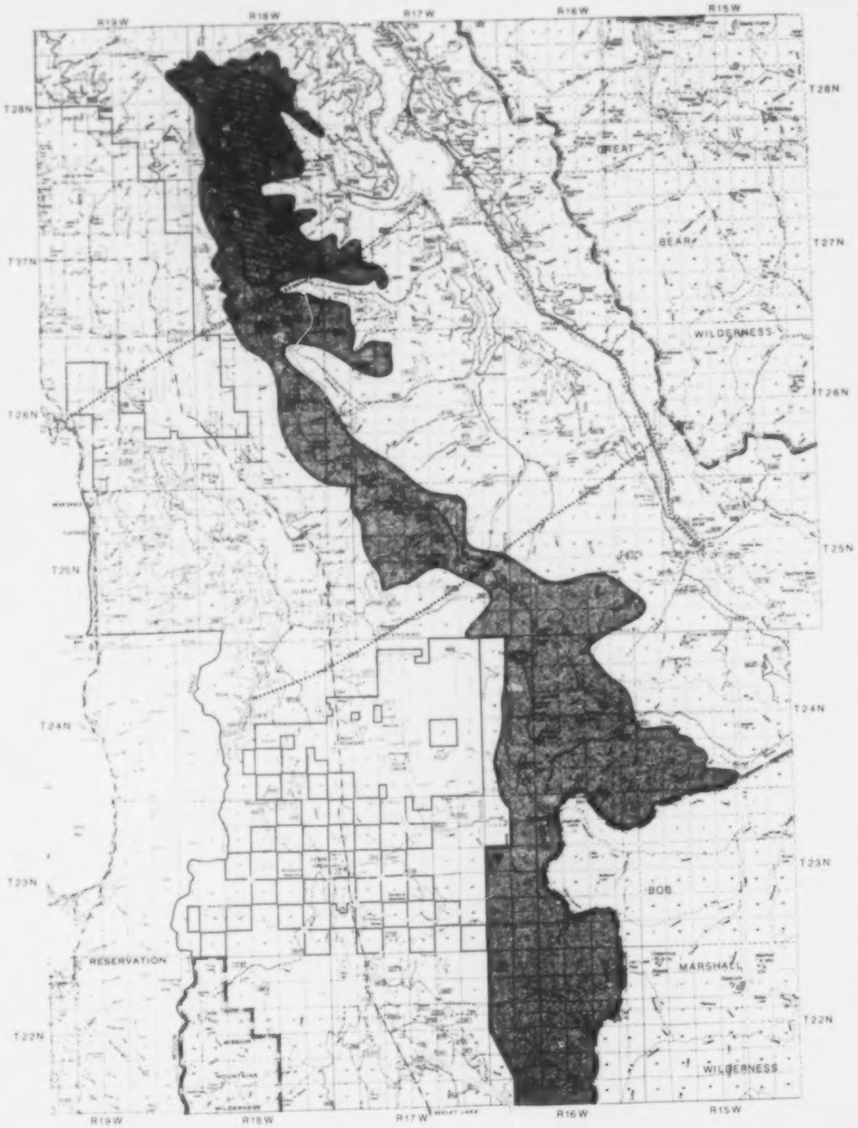
Until as late as 1981 it was believed by the geologic community that this generally mountainous portion of the state lying west of the Continental Divide had no potential for oil and gas development because any oil bearing formations were overlaid by some 50,000 feet of slate and siltstones, putting them beyond the reach of the drill bit. These conclusions are contained in bulletins prepared by the United States Geological Survey. Starting in 1981 the first ever seismic surveys were conducted in the region. The resulting subsurface information astonished the industry by suggesting that the overburden may be considerably less than 50,000 feet and indicating structures that could be tested by conventional drilling methods. That limited information gives potential to an area in excess of 10,000 square miles which to date has been penetrated by only one legitimate exploratory test well. During the short six years since the new information, a legal battle has erupted over the validity of 1.3 million acres of federal oil and gas leases in the region and oil prices have dropped to historic lows, both incidents forcing represented energy companies to remain in a holding position. In the meantime, wilderness legislation is progressing at the risk of locking up forever much needed huge oil and gas reserves.

In view of the facts and the lack of facts in concluding the National Wilderness Preservation System in Montana, CENEX recognizes the need for compromise. It is from that position that we support S. 2790 previously introduced by Senator Melcher as it relates to the Jewel Basin Area. We strongly oppose S. 1478 introduced by Senator Baucus and H.R. 2090 introduced by Congressman Williams which we believe extend the Jewel Basin outline beyond the legitimate wilderness boundary and propose to unnecessarily remove thousands of acres from the oil and gas search.

Industry information also indicates the potential for oil and gas discovery in an additional proposed wilderness area west of the Continental Divide. Approximately 50 miles north of the Jewel Basin Area, S. 2790 proposes to designate Tuchuck and Mt. Hefty as wilderness containing 20,100 acres and 13,800 acres respectively. The two areas are contiguous except for an access corridor. In S. 1478 and H.R. 2090 those two areas are combined with adjoining lands and proposed for wilderness as the North Fork Wilderness area containing a total of 103,000 acres. (See attached colored map.) Geologic studies and seismic surveys in these areas indicate sizable structures partially comprised of known oil and gas producing formations. Oil seeps and test well recoveries in the general vicinity add credibility to the theory of existing reserves. Given the extremely limited time period in which industry has had to act on new scientific data in this portion of Montana, it is grossly premature to lock up this vast area that could contribute to our national energy supply.

Thank you very much.

J. R. Keating
March 21, 1988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MARSHALL
WILDERNESS
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MISSION
MOUNTAINS
WILDERNESS
SWAN LAKE
R19W
R18W
R17W
R16W
R15W

▨ Proposed Wilderness H R 2090 AND S 1478
171,000 Acres

■ Proposed Wilderness S 2790
15,300 Acres

— — — Existing Wilderness

········· Seismic Survey

NATIONAL WILDERNESS PRESERVATION SYSTEM
FLATHEAD AND LAKE COUNTIES, MONTANA
JEWEL BASIN SWAN CREST PROPOSAL
S 1478, S 2740, H R 2090 HEARING
UNITED STATES SENATE
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS
MARCH 21, 1988

CENEX EXPLORATION & PRODUCTION
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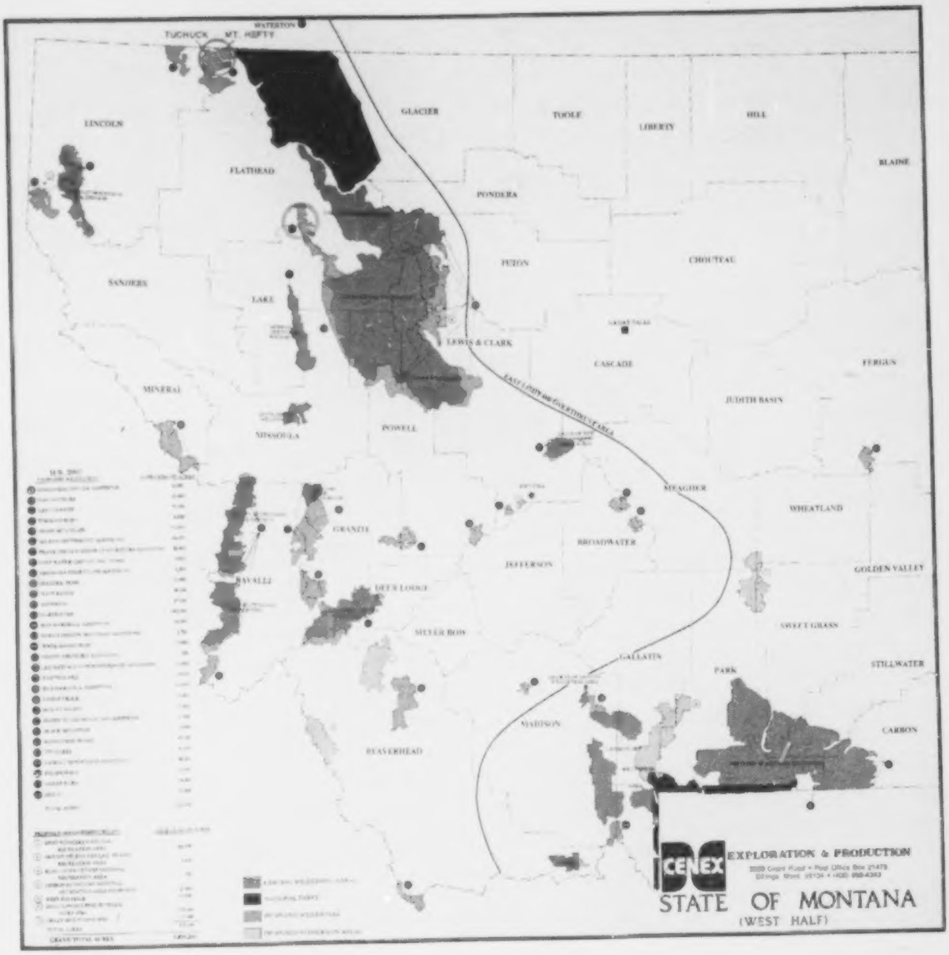
WATERTON
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MT. HEFTY
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GLACIER
TOOLE
LIBERTY
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CHOUTEAU
LAKE
LEWIS & CLARK
CASCADE
FERGUS
MINERAL
JUDITH BASIN
MISSOULA
POWELL
MEAGHER
WHEATLAND
GRANITE
BROADWATER
JEFFERSON
RAVALLI
DEER LODGE
GOLDEN VALLEY
SILVER BOW
SWEET GRASS
GALLATIN
STILLWATER
PARK
MADISON
CARBON
BEAVERHEAD
CENEX
EXPLORATION & PRODUCTION
STATE OF MONTANA
(WEST HALF)

Senator MELCHER. Thank you.
Norm Burnett.

STATEMENT OF NORM BURNETT, MANAGER OF EXPLORATION, WESTERN REGION, PHILLIPS PETROLEUM CO.

Mr. BURNETT. Good afternoon. My name is Norm Burnett. I am manager of exploration for Phillips Petroleum Co. for the western region, which includes the Rocky Mountain area. I am located in Phillips' regional exploration and production office in Denver, CO.

We believe that House bill 2090 and the Senate bill 1478 proposals now before this committee do not foster a balanced approach to land management, because some of the lands being proposed for inclusion as wilderness may contain exceptionally large and very valuable oil and gas resources.

At present, Phillips has oil and gas leases in areas that are being recommended as wilderness, which have been evaluated at substantial cost. As an example, one area of particular interest to Phillips that is being proposed for wilderness designation is the Burnt Mountain addition to the Absorbika Bear Tooth Wilderness, where we are a Federal leaseholder.

This is an area where Phillips has an active presence and significant investment. We have acquired over 100 miles of seismic data in the Burnt Mountain vicinity and only recently completed conducting and analyzing some 16 miles of additional proprietary seismic in this area.

This recent seismic activity was conducted at a cost of $20,000 per mile or about $350,000. This expenditure, when added to the hundreds of thousands of dollars spent on the earlier seismic data, certainly confirms that a sizable investment has been and is being made in this area.

Phillips has been highly encouraged by the results of our recent seismic efforts. The next logical step would be to drill an exploratory well, and we will probably move in that direction in the near future.

Phillips management has recently authorized the expenditure of $125,000 for staking and permitting such a well. If we are allowed by the government to proceed, we would expect to invest an additional $5 million in drilling that well—all pertinent to the Burnt Mountain area.

I do not need to tell anyone on this committee that Phillips is extremely discriminating in our selection of exploration prospects these days, in view of our debt load and the uncertainty of crude prices in the market. It is a clear sign that Phillips considers a prospect to be of high priority when we acquire acreage and plan ambitious seismic programs in these uncertain times.

The oil and gas industry has been frequently criticized in the past for talking in general or vague terms when coming to Capitol Hill to discuss wilderness and land use issues. We have been told that we need to share and discuss information on specific areas, including proprietary data and other privileged information available.

Phillips has done just that on our Montana interests. Seismic and other data have been and will be shown to and reviewed with some members and staffs of this committee on a confidential basis, as well as with geologists and other officials at the U.S. Forest Service and at the Department of the Interior.

Incidentally, I understand that in yesterday's testimony by Mr. James Overbay of the Forest Service that he recommended that the reassessment be made of the Burnt Mountain area in light of the mineral potentials that he recognized from the visit with our people.

While we are encouraged by our seismic data, you must drill a well before you know whether your seismic and other material is worth the paper it is printed on. Based on our information, Phillips is encouraged enough to invest further dollars in testing this acreage.

Phillips strongly urges the committee to exclude the Burnt Mountain addition from any final proposal emerging from the committee.

Again, I thank the committee for affording us the opportunity to testify on this matter. Thank you.

Senator Melcher. Thank you.

Sally Sommers.

STATEMENT OF SALLY M. SOMMERS, DISTRICT LAND SUPERVISOR, OVERTHRUST DISTRICT, CHEVRON U.S.A. INC.

Ms. Sommers. Good afternoon.

My name is Sally Sommers and I am employed by Chevron in Denver, CO., as the district land supervisor of the Overthrust District, a geographic area which includes the western portion of Montana.

I am here today because of Chevron's interest in several areas in Montana currently being considered for inclusion in the national wilderness preservation system. In particular, three specific areas are being considered where we have invested significant amounts of time and money.

Before beginning, however, I would like to take this opportunity to state that Chevron endorses REMOGA's remarks yesterday and that we support their views wholeheartedly.

The area of interest most critical to Chevron is the Badger-Two Medicine area located in the Lewis and Clark National Forest. Section 11 of Senate bill 1478 proposes a special wilderness study status for this area for a period of five years covering over 110,000 acres. This window, bounded by Glacier National Park and the Bob Marshall and Great Bear Wilderness Areas, represents one of the few areas where the highly prospective Montana Disturbed Belt is accessible for oil and gas exploration.

It should be noted that, even without the proposed additions, approximately one-half of the Disturbed Belt is already designated as wilderness and therefore closed to exploration.

Chevron has an acreage position of approximately 90,000 acres and has spent approximately $2.7 million in land acquisition costs. We first filed an application to lease this land in 1973, but leases were not issued until August of 1981 because of RARE II studies.

There are other leaseholders in the area. You can see our map which shows our acreage position and then the other lessees in the area—Amaco, Anadarko, Fina.

Chevron has also spent approximately $4.5 million on the geologic and geophysical evaluation of this area, and we have approximately 500 miles of seismic data. In November 1985 we filed an application for permit to drill. It was determined that an environmental impact statement would be needed before the APD could issue and, due to a series of delays, the most recent being a decision to reinitiate a joint EIF for Chevron and Fina's wells, it is now anticipated that a draft EIS will be presented to the public in January of 1989, with the record of decision to come out in May of 1989.

The estimated cost of our well is $7.7 million. The Badger-Two Medicine area wilderness potential has been closely examined in the past. These plans were thoroughly studied under RARE II and the forest planning process and rejected twice for wilderness, primarily because of the Blackfeet tribe's treaty rights to log and hunt in the area. The current EIS is being conducted over this area and it also provides additional environmental protection.

Chevron, in good faith that our lease rights would be honored, has invested over $7.2 million and 15 years of work in this area.

To include the Badger-Two Medicine area in a wilderness study would remove these leases, which are already extremely difficult to operate on, from oil and gas exploratory activity indefinitely and could result in a complete forfeiture of our investment.

Related to our interest in the Badger-Two Medicine is the Slippery Bill proposed expansion area which borders the Badger-Two Medicine area on the southwest. You can see it there again on the map.

Parts of the proposed Slippery Bill addition are less than three miles from Chevron's federal exploratory unit and the prospective trend to be tested by our will is believed to continue beneath the proposed wilderness addition. We request that, due to the high potential for oil and gas in the area, that this addition be eliminated in its entirety from the bill reported by this Committee.

We are also concerned about the Silver King wilderness addition. It is our position that not all the Silver King area should be designated as wilderness because of its high potential for discovery of oil and gas. We propose that the addition boundaries be redrawn to reflect the Lewis and Clark forest plan recommendation for the area.

We also address other areas of concern in our testimony which we hope you will consider.

Before concluding, I would like to address Senator Baucus' question yesterday concerning where oil and gas development has been compatible with wildlife. Another two examples of this would be the Iransus National Wildlife Refuge in Texas, in which the whooping cranes have been protected—that was a development done by Conoco—and another one is the Kenai in Alaska with moose.

Thank you very much for this opportunity to present our views.

[The prepared statement of Ms. Sommers follows:]

STATEMENT OF SALLY M. SOMMERS

REPRESENTING

CHEVRON U.S.A. INC.

before the

Senate Energy and Natural Resources Committee

Subcommittee on Public Land, National Parks and Forest

March 22, 1988

My name is Sally M. Sommers. I am employed by Chevron U.S.A Inc. in Denver, Colorado as the District Land Supervisor of the Overthrust District, a geographic area which includes the Western portion of Montana. Chevron is the domestic oil and gas subsidiary of Chevron Corporation and is active in the exploration for and production of oil and gas throughout the United States both onshore and offshore. We are particularly active in the Overthrust Area of the Rocky Mountains, where we will be drilling three and possibly four multimillion dollar wells this year. The major portion of my time is spent acquiring land considered prospective for oil and gas exploration, and once acquired and evaluated, forming federal exploratory units where appropriate, and clearing title to leases for drilling operations. I am here today because of Chevron's interest in several areas in Montana currently being considered for inclusion in the National Wilderness Preservation System. In particular, four specific areas are being considered where we have invested significant amounts of time and money. We thank you for this opportunity to provide our views regarding the Montana wilderness legislation.

BADGER-TWO MEDICINE

The area of interest most critical to Chevron is the Badger-Two Medicine Area located in the Lewis and Clark National Forest. Section 11 of S. 1478 proposes a special wilderness study status for this area for a period of five years covering over 110,000 acres. Badger-Two Medicine is bounded on the northwest by Glacier National Park and on the Southwest and Southeast by the Great Bear (286,700 acres) and Bob Marshall (1,900,356 acres) wilderness areas.

This window bounded by the national park and these two wilderness areas, represents one of the few areas where the highly prospective Montana Disturbed Belt is accessible for oil and gas exploration. This geologic trend is continuous with the highly productive Canadian Foothills Belt, with estimated reserves of 9.3 trillion cubic feet of gas and 275 million barrels of oil, just north of the U.S. border. The Disturbed Belt is also part of the major Laramide Overthrust Belt which is highly productive in western Wyoming, where reserves of 8.6 trillion cubic feet of gas and 473 million barrels of oil have been defined. It should be noted that even without the proposed additions, approximately one half of the Disturbed Belt is already designated as wilderness and therefore closed to exploration.

Chevron has an acreage position of approximately 90,000 acres and has spent approximately 2.7 million dollars in our Badger Creek Area for land bonus and rental costs. We first filed an application to lease this land in 1973, but leases were not issued until August, 1981 because of RARE II studies. Other leaseholders in the area include Amoco, Anadarko, Fina, Placid, Hunt, Arco, Amerada Hess and Broken Hill Proprietary.

Chevron has also spent approximately 4.5 million dollars on the geologic and geophysical evaluation of this area, and has acquired approximately 500 miles of seismic data in the area. In November, 1985 we filed for an APD to drill in Section 35, T29N-R12W, Pondera County, Montana and formed a federal unit for said well in August, 1986. It was determined that an Environmental Impact Statement (EIS) would be needed before the APD could issue and due to a series of delays, the most recent being a decision to reinitiate a joint EIS for Chevron's and Fina's wells, it is now anticipated that a Draft EIS will be presented to the public in January, 1989 with the Record of Decision to be issued in May, 1989. The estimated cost of the well Chevron plans to drill is 7.7 million dollars.

Fina Oil also filed an APD in 1983 for a well to be drilled approximately 10 miles to the north of our site in Section 26, T30N-R13W, Glacier County, Montana. This APD is also pending while the joint EIS mentioned above is being prepared.

The Badger-Two Medicine area's wilderness potential has been closely examined in the past. These lands were thoroughly studied under the RARE II and forest planning process and rejected twice for wilderness status prior to lease issuance primarily because of the Blackfeet Tribe's treaty rights to log and hunt in the area. The current EIS being conducted over this area provides additional environmental protection. Chevron, in good faith that our lease rights would be honored, has invested over 7.2 million dollars and 15 years of work in this area. To include the Badger Two Medicine area in a special wilderness study area would remove these leases, which are already extremely difficult to operate on, from oil and gas exploratory activity indefinitely, and could result in a complete forfeiture of our investment. We respectfully recommend that this area not be included in any bill reported by this committee.

SLIPPERY BILL

The Slippery Bill proposed expansion area, which borders the Badger-Two Medicine area on the southwest, is included in both H.R. 2090 and S. 1478. Chevron has leases on approximately 3,000 acres of this proposed addition and has leases bordering this addition covering an additional 8,200 acres. Chevron's costs for lease bonus and rentals for these leases to date total approximately $254,908. Parts of the proposed Slippery Bill addition are less than three miles from Chevron's federal exploratory unit, and the prospective trend to be tested by our well is believed to continue beneath the proposed wilderness addition. We respectfully submit that due to the high potential for oil and gas in the area that this addition be eliminated in its entirety from any bill reported by this committee.

SILVER KING

Chevron is also concerned about the Silver King wilderness addition which is included in both H.R. 2090 and S. 1478. Chevron has approximately 720 acres under lease located within the proposed wilderness addition and an additional 713 acres in the area. We have spent $14,330 in land acquisition cost and invested $250,000 on seismic in the general area. Preliminary evaluations indicate a prospective trend underlying the area.

It is our position that not all of the Silver King area should be designated as wilderness because of its high potential for discovery of oil and gas. We propose that the addition boundaries be redrawn to reflect the Lewis and Clark's forest plan recommendation for the area (see attached map). While the forest plan recommended that the west half of this area be designated as wilderness, the east half, the portion covered by our leases, was designated as a roaded natural area, allowing mineral development with special lease stipulations where appropriate to protect the environment.

GATES OF THE MOUNTAIN

The final area of major concern to Chevron is the Gates of the Mountain addition which was included in both S. 1478 and H.R. 2090. It was also proposed by Senator Melcher in his August, 1986 bill. Chevron has approximately 7,000 acres which borders this proposed addition acquired at a cost of approximately $38,500. Our acreage in and/or near the Gates of the Mountain, Slippery Bill and Silver King addition areas will be very difficult to evaluate if these areas are designated wilderness.

OTHER

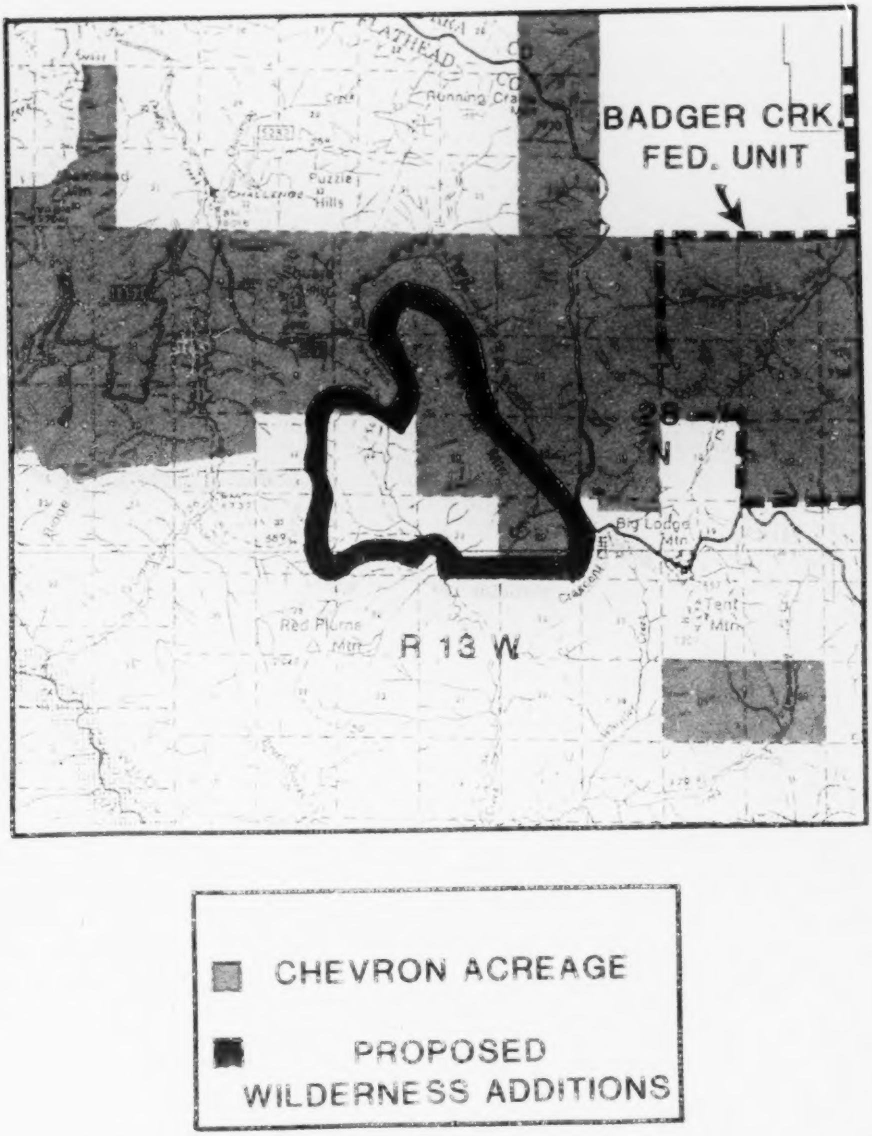
In addition to these four areas, where Chevron has significant investments, we feel we should also point out that the following additional areas are also located in this highly prospective Laramide Overthrust Trend and possibly overlie major petroleum reserves. These include:

The Rocky Mountain Front (H.R. 2090)
Bob Marshall Wilderness (Choteau Mountain) (S. 1478)
Renshaw Mountain (S. 1478)
North Fork (H.R. 2090) = North Fork (Mt. Hefty, Tuchuck) (S. 1478)
Gibson Reservoir Area (H.R. 2090) (S. 1478)
Falls Creek (H.R. 2090)

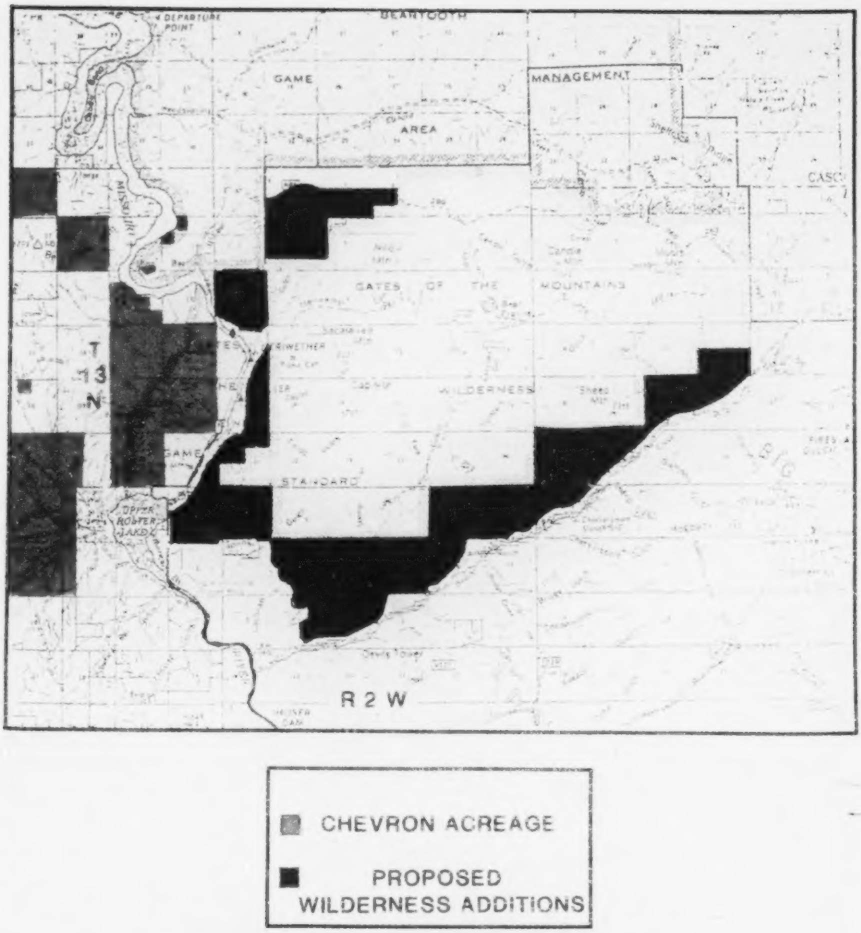
CONCLUSION

We ask you to seriously consider our statement today. We have been selective in our areas, limiting ourselves to places where we have investment in land and seismic and where we feel there is the most significant potential for oil and gas. The petroleum industry plays an important role in the economy of Montana and in the security of our Nation. If our industry is to continue to play that role, access to prospective lands in Montana and throughout the United States must be assured so that exploration can proceed and discoveries can be made to fuel our future.

Thank you for this opportunity to provide our views.


FLATHEAD
Running Crane
Puzzle Hills
BADGER CRK. FED. UNIT
28 N
Big Lodge Mtn
Red Plume Mtn
Tent Mtn
R 13 W
CHEVRON ACREAGE
PROPOSED WILDERNESS ADDITIONS

SLIPPERY BILL ADDITION
BOB MARSHALL WILDERNESS
FLATHEAD N.F., MONTANA


DEPARTURE POINT
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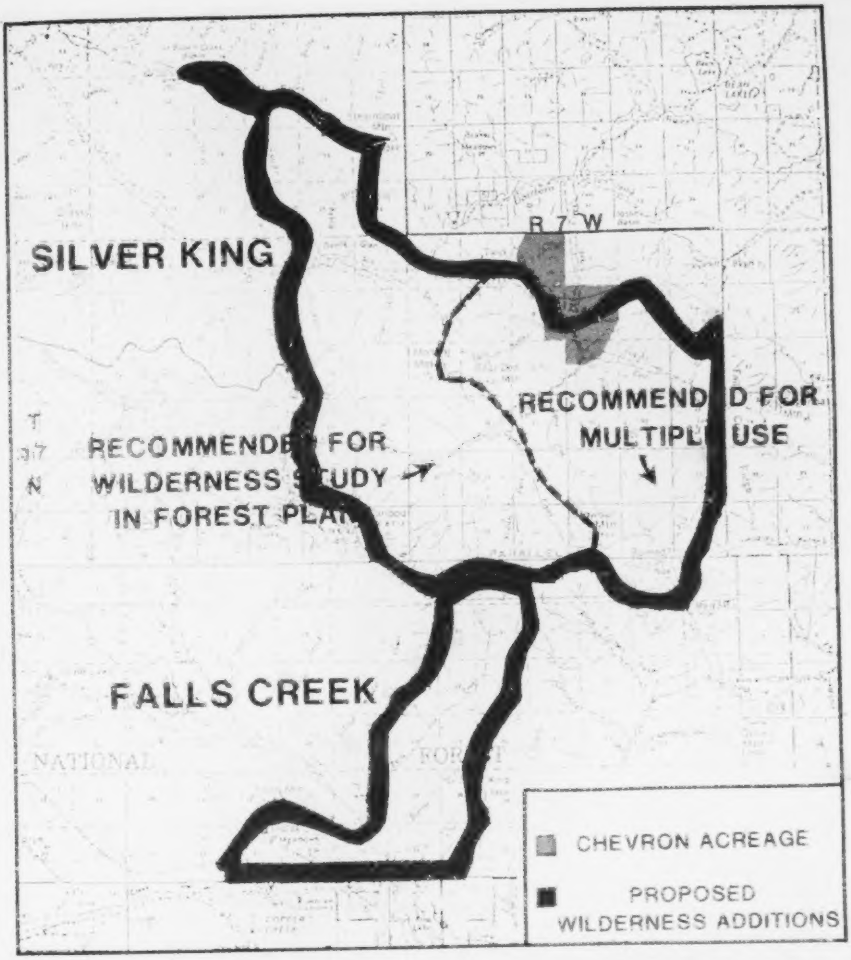
HOLTER DAM
▨ CHEVRON ACREAGE
■ PROPOSED WILDERNESS ADDITIONS

GATES OF THE MOUNTAINS
WILDERNESS ADDITIONS
HELENA N.F., MONTANA


SILVER KING
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RECOMMENDED FOR WILDERNESS STUDY IN FOREST PLAN
RECOMMENDED FOR MULTIPLE USE
FALLS CREEK
NATIONAL FOREST
CHEVRON ACREAGE
PROPOSED WILDERNESS ADDITIONS

SILVER KING & FALLS CRK. ADDITIONS
BOB MARSHALL WILDERNESS
LEWIS & CLARK and HELENA N.F., MONTANA

Senator **Melcher**. Thank you.
Jonathan Hanson.

STATEMENT OF JONATHAN A. HANSON, PRESIDENT, SUPERIOR AREA CHAMBER OF COMMERCE

Mr. **Hanson**. My name is Jonathan A. Hanson. I am here on behalf of the Superior Area Chamber of Commerce and the Citizens of Mineral County.

My grandparents migrated to the Superior area of Mineral County in western Montana, homesteading land around the turn of the century. I am also a third generation member of the community.

As you know, Senators Melcher and Baucus, Mineral County is an area of forested mountains, narrow valleys, pristine lakes, and mountain streams. I grew up in those mountains, chasing elk and deer and fishing the areas, the streams and the mountain lakes.

Growing up in these mountains prompted me to attend Montana State University and the University of Montana to study environmental science, botany, and other related subjects. Save for the time I spent in college and the two years teaching science in Missoula, I have spent my entire life in Mineral County. I have always been a friend of the environment of Mineral County and the state.

A significant portion of the proposed Great Burn wilderness is within Mineral County. Senators, you would be hard pressed to find anyone in Mineral County that does not value our area's beauty nor use the natural types of recreation afforded by it.

You also would find few area residents that would disagree with making the Idaho-Montana border portions of Senator Baucus' or Representative Williams' bills a wilderness. The area is extremely beautiful and pristine.

However, I am here to tell you that the majority of the people do disagree with the size of the Great Burn wilderness. The northern boundary far exceeds the natural northern boundary which I show on the map enclosed with my written testimony.

The boundary includes approximately 40,000 acres of good to excellent timber producing land. Mineral County should be renamed timber county. It is about the only economy we know.

Earlier today you heard a man tell you that economies need to be diversified if they are to survive. Great idea. However, 82 percent of our county is federally owned. Add another 6 percent of state forest land and another 5 percent of Champion forest land, and it is easy to see why we consistently lead Montana in taxes and unemployment.

Barring fires, insects, and possibly wilderness legislation, our crop comes in only every 100 to 120 years. We are not living in a redwood forest. A tree that is not harvested is wasted, a resource that is wasted.

The question is not how much wilderness do we want in Mineral County, but it is how much we can afford. Our schools, our hospitals, our churches, our businesses, the total community needs that 40,000 acres of land. And we ask that you exclude it from any wilderness legislation you draft.

Thank you for your time and consideration.

[The prepared statement of Mr. Hanson follows:]

Superior Area
Chamber of Commerce
Superior, Montana 59872

STATEMENT OF JONATHAN A. HANSON
PRESIDENT OF THE SUPERIOR AREA CHAMBER OF COMMERCE
BEFORE THE
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS
ON
HR 2090 and B 1478
MARCH 21 & 22, 1983

Mr Chairman, and members of the subcommittee, my name is Jonathan A. Hanson, I represent the Superior Montana Area Chamber of Commerce. On behalf of the citizens of Mineral County I thank you for the opportunity to present our perspective on wilderness issues before you.

My grandparents migrated to the Superior Area of Western Montana and homesteaded land in Mineral County around the turn of the century. Coincidentally, this land is within five miles of the proposed Great Burn Wilderness. My family has lived in the Town of Superior, the seat of Mineral County, Montana for three generations. Save for the four years I spent in College becoming a Science Teacher and the two years I taught science, I have lived in Superior my entire life. Much of my time in college was spent studying environmental science and other forest related subjects.

The Town of Superior is located in Western Montana between the Clark Fork River and Interstate Highway 90 not far from the Idaho-Montana border. It is one of Montana's oldest communities; surrounded by beautiful forested mountains, mountain lakes and trout steams.

You would be hard pressed to find anyone in my community that does not value our areas beauty and regularly use the natural types of recreation afforded by it. Almost no one would disagree with the need to permanently preserve parts of our country and the State of Montana by classifying them as "wilderness".

HOWEVER, ENOUGH IS ENOUGH. Having some of Montana classified as wilderness was a wise and prudent decision. Adding more lands also seemed reasonable. But at some point the designation of land as wilderness is a grave error in the management of this countries resources. Some of the proposals involving the Great Burn Wilderness Area are at that point. Within a very few miles of Superior, Montana is the proposed Great Burn Wilderness. The character of some of the land in this proposed area is completely suitable for wilderness designation, however some is not. I have enclosed a map which shows which area the Superior Area Chamber of Commerce and the residents of Mineral County support as wilderness and which areas it adamantly opposes being included.

The existing physical and natural boundaries, the "ecotone" should define the area selected as the Great Burn Wilderness. This line is represented on my map as the blue line. To include land outside this natural boundary is a tragic waste of our countries' natural resources.

The acreage outside of this line, shown in blue cross marks, is not comprised of wilderness type land but rather is good to excellent timber producing land. The presence of millions of board feet of standing harvestable timber, plus future growth, make including this area in the Great Burn Wilderness a mistake.

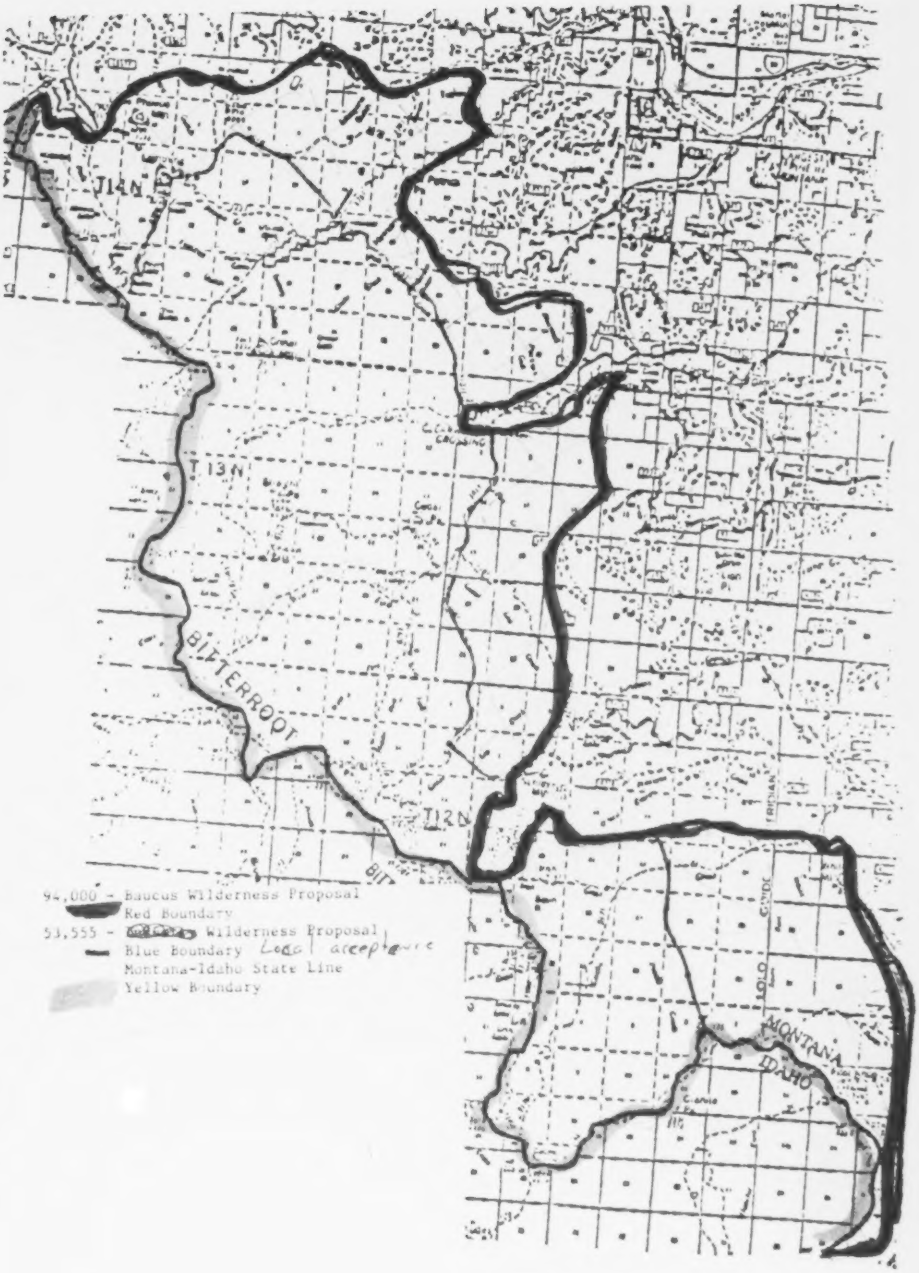
In preparation for writing this testimony I made an effort to visit as many members my Community as possible. Their comments consistency followed the same line of thought best expressed by the following analogy. If you observed a field of grain or corn or cotton in your home state, unpicked and going to waste, long after harvest season, you surely would think the land owner had made a gross error in judgement and that the lost commodity was a waste of God given natural resources. It is the same kind of error in judgement to prevent harvest of the mature trees in the our forests.

A common misconceptions in the minds of many concerns the life cycle of our trees. This cycle is not one or two thousand years, but rather, even if a tree survives fires and insects, normally not more than 100 to 120 years. A tree not harvested is actually wasted. Another misconception is that logging aesthetically destroys the land and the wildlife habitat, even causing the loss of water shed areas. With prudent modern logging techniques, this needn't occur. Many times logging actually increases the time and regeneration of flora, thus benefiting the wildlife population.

Most people who live in Western Montana by do so by choice. We have a far greater stake in preserving our ecosystem than anyone outside of our area. Contrary to what many environmentalists will imply, logging doesn't have to damage an ecosystem. Certainly there are examples of where logging has damaged the environment in the past, but just as in any field of endeavor, mistakes are made and improvements are many times the result of mistakes. We now see helicopter logging, long line high lead skidding, rubber tired skidders, and many other techniques which remove logs with minimal impact on any part of the forest environment. We know from living here that damage to our environment from logging is the exception rather than the rule. Not too many years from now some of our "best" land for timber, for recreation and for wildlife habitat will be that which is logged today.

One of the largest problems to face this great country of ours is the national debt. Questions such as how much wilderness people **want** may in part have to be answered by how much we can **afford**. Mineral County consistently has the highest unemployment in all of Montana. Our economy is very fragile to say the least. We want to survive and we want to do our part to solve the economic problems of our Country. Please don't eliminate the resources we rely upon to survive. At stake are jobs, incomes, and entire communities. **Enough is really enough.**

Thank you for your time and consideration.


T14N
T13N
BITTERROOT
T12N
BIT
LOLO
MONTANA
IDAHO
94,000 - Baucus Wilderness Proposal
Red Boundary
53,555 - [redacted] Wilderness Proposal
Blue Boundary Local acceptance
Montana-Idaho State Line
Yellow Boundary

Great Burn
Wilderness Proposed
Senator Baucus

Senator MELCHER. Thank you.
Marvin McMichael.

STATEMENT OF MARVIN McMICHAEL, REGIONAL PROCUREMENT MANAGER, STONE CONTAINER CORP.

Mr. McMICHAEL. Senator Melcher, Senator Baucus: My name is Marvin McMichael. I am the regional wood procurement manager for Stone Container Corp., which operates the Pulton paper mill in Missoula.

We at Stone are opposed to H.R. 2090 and S. 1478 in their present forms. We do support the immediate passage of a Montana wilderness bill, as proposed by the forest products industry in the State of Montana.

The mill that we own and operate in Missoula employs 730 people. There are another 200 truck drivers that are directly employed to transport wood to the mill. Our annual direct economic contribution to Montana is in excess of $120 million.

We purchase and transport about 60,000 truckloads of chips, wood chips, sawdust and hog fuel, or ground-up bark, all of which are byproducts of the many saw mills and plywood plants in our State. We pay—the cost of this wood furnishes almost $50 million a year.

In short, we need the long term assurance of a sustained timber supply from Forest Service lands in the State of Montana just to maintain our competitive viability in an industry that is extremely cyclical and competitive. So we do respectfully recommend passage of the wilderness bill as proposed by our industry in the State.

We would also further ask for your collective assistance to help resolve delays to the implementation of forest management plans and sales, timber sales, due to the appeals, many appeals we are receiving, and to unfavorable court decisions which we are receiving; and also to assist, to vote for as you can, full funding of the Forest Service allowable sale quantity programs, with possibly a special fund to assist the Forest Service to build a backlog of sale preparation funds, for example, so that perhaps they can build enough today that 2 years from today, in spite of appeals that will still be on the books, we will be on target with our sale program.

I thank you for your time.

[The prepared statement of Mr. McMichael follows:]

Stone Container Corporation

Forest Products Division

Mullan Road
West of Missoula

Mailing [illegible]

P.O. Box [illegible]
Missoula, Montana [illegible]

[illegible]

STATEMENT OF

MARVIN MCMICHAEL - STONE CONTAINER CORPORATION

REGIONAL PROCUREMENT MANAGER - MONTANA

BEFORE THE

SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS

ON

HR 2090 AND S 1478

March 21 & 22, 1988

FOR THE RECORD ON HR 2090 AND S 1478

Honorable Senator's:

My name is Marvin McMichael; Title is Missoula Regional Wood Procurement Manager for Stone Container Corporation with total responsibilty for procurement and transportation of wood for Stone's Missoula Montana, Linerboard Paper Mill.

Stone's Missoula Mill directly employ's 730 Western Montanans. Our company's ability to operate is highly dependent on the continued availability of wood chips, sawdust, and wood waste (each a by-product of Montana's numerous sawmills and plywood plants). Stone's direct economic contribution to the Montana economy in 1986 totalled 123.4 million dollars, including $48.5 million for wood fiber purchase and transport (approximately 60,000 truck loads), $34.4 million in wages, salaries, and benefits, $20.4 million to Montana Power Company, $5.1 million in property taxes, and $15 million in other local purchases. Stone is a vital link in the continuation of a vigorous forest products industry that currently represents 40 to 50% of Western Montana's economic base.

Montana's solid-wood products companies are stronger, more efficient and competitive than ever before and Stone's management is confident that, barring timber shortages, our mill can obtain the needed amounts of wood by-products to operate indefinitely. But without the long-term assurance of a sustained state-wide federal timber supply the competitive viability of our mill is in jeopardy.

Each national Forest in Montana indirectly provides the raw material on which our mill is dependent. Last year U.S. Forest Service timber sales in Montana supplied 50% of these needs. Four sawmills relying heavily on East Side Forests (Gallatin, Beaverhead, Deer Lodge, Helena, Lewis and Clark) provided almost 15% of our total requirements. Mills obtaining logs from the Bitterroot, Flathead, Kootenai, and Lolo are also important suppliers.

Three basic issues may combine to contribute to a timber supply shortage in Montana.

1. Passage of HR 2090 or S 1478 in their present forms.
2. Appeal's and/or court decisions that delay implementation of USFS Forest Management Plans and timber sales.
3. Inadequate funding of USFS programs and plans.

Stone Container Corporation is a responsible corporate citizen of Montana and is important to the economic well being of the state. I am proud to be a member of Stone Container Corporation. Having lived in the state for over 30 years, graduated from the University of Montana with a degree in Forestry, worked for the Montana Division of Forestry for over 9 years and for the Forest Products Industry in the state for over 18 years. I also consider myself a responsible Montana citizen.

Therefore on behalf of Stone Container Corporation and myself and to avoid the undesirable impacts of a Montana timber shortage we respectfully request:

1. Modification of HR 2090 and S 1478 to more closely resemble the proposal made by the Montana Forest Product's Industry and/or the USFS preferred alternative.

2. Support by this committee of new regulation and/or legislation that will provide timely implementation of USFS Forest Management Plans and timber sales.
3. Support by this committee of adequate funding for USFS programs and plans.

Respectfully Submitted,

Marvin McMichael

Marvin McMichael
Regional Procurement Manager

Senator **Melcher**. Thank you.
Keith Olson.

STATEMENT OF KEITH L. OLSON, EXECUTIVE DIRECTOR, MONTANA LOGGING ASSOCIATION

Mr. **Olson**. My name is Keith Olson. I am the executive director of the Montana Logging Association. Our organization represents over 700 Joe Loggers who operate throughout Montana's timbered regions.

We appear before this subcommittee in opposition to S. 1478 and H.R. 2090 because we are genuinely concerned that they propose wilderness protection for timber lands important to long term timber supply. However, we are not here to oppose wilderness itself, for we believe a wilderness bill could be designed to our satisfaction.

We support passage of a modified wilderness bill because, and only because, we desperately need congressional support for a dependable supply of timber from our federally owned forests and we are convinced that Congressional support will not be forthcoming until a wilderness bill is passed.

The MLA supports the Montana timber industry's recommendation that approximately 957,000 acres of additional wilderness be added to the Federal wilderness system, and we urge you to pay special attention to boundaries identified in that proposal.

Furthermore, we emphatically urge you to pass a wilderness bill which does not include any further study areas, for they will just continue the wilderness debate during some future session of Congress.

It has been an unfortunate fact that timber management in Montana's roadless areas has been held hostage to passage of a wilderness bill. It is also an unfortunate fact that passage of a Montana wilderness bill will not by itself guarantee that a single acre of roadless land will become available for timber production.

The RARE process is the one vehicle Congress has provided the environmental community to challenge management activities on national forest land. Forest management policy in this country is seemingly determined by congressional arbitration and enforced by judicial decree.

I can assure this subcommittee that Montana's logging community is even more divided on the wilderness question. Half of us believe Montana has enough wilderness, the other half believes Montana has too much wilderness.

It is imperative that we remember during these deliberations that Montana has already contributed nearly 3½ million acres to the Federal wilderness system. It is also important to remember that roadless lands can be adequately protected without wilderness legislation.

If we were to instill but one image in the collective mind of Congress, it would be that the forests of Montana are not some mystical place where we work or play. The forests of Montana are where we live. Beyond employment opportunities, the forests of Montana provide us the water we drink, the streams we fish, the game we hunt—all of which and more comprises our quality of life.

With this image in place, the MLA respectfully requests that Congress put an end to Montana's wilderness question and, once again we emphasize, put an end to the wilderness debate. Do not include any further study areas in your final bill.

In conclusion, Mr. Chairman, two Joe Loggers have accompanied me to Washington, DC. Joe Rickett is from Superior. He is here to testify on the Great Burn. Webb Brown is from Trout Creek. He is here to testify on Trout Creek, Cube Iron, Silcox proposals.

Both have prepared statements they had hoped to deliver as individual members of a panel. They are prepared to read their statements into the record or, should you prefer, submit them for inclusion into the record and answer any questions you may have. I would hope that you would offer them an opportunity to testify.

Thank you.

[The prepared statement of Mr. Olson follows:]

MONTANA LOGGING ASSOCIATION
P.O. Box 1716
Kalispell, Montana 59903-1716
406-752-3168

STATEMENT FOR THE RECORD

presented on behalf of the Montana Logging Association
by Keith L. Olson, Executive Director
as regards a MONTANA WILDERNESS BILL

submitted to the Public Lands Subcommittee
of the Senate Energy and Natural Resources Committee
on Tuesday, the 22nd of March, 1988

MONTANA LOGGING ASSOCIATION
P.O. Box 1716
Kalispell, Montana 59903-1716
406-752-3168

March 22, 1988

Mr. Chairman:

My name is Keith L. Olson. I am the executive director of the Montana Logging Association. I reside in Kalispell, Montana.

The MLA is pleased to have this opportunity to appear before the Public Lands Subcommittee of the Senate Energy and Natural Resources Committee and present our testimony as regards Montana's continuing roadless lands debate and, more specifically, the wilderness question.

The MLA represents over 700 "family owned" logging operations from throughout the timbered regions of Montana, and our average member hires seven employees whose families are also dependent upon Montana's renewable forests.

If we were to instill but one image in the collective mind of Congress, it would be that the forests of Montana are not some mystical place where we work or play...the forests of Montana are where we live! Beyond employment opportunities, Montana's forests provide us the water we drink, the streams we fish, the game we hunt...all of which, and more, comprises our "quality of life."

With this image in place, the MLA requests that Congress put an end to Montana's wilderness question...and we stress Put An End! to Montana's wilderness debate.

The MLA sat before this subcommittee in August of 1984 and "in the spirit of compromise" offered our "reluctant support" for an end to the wilderness controversy in Montana. The legislation we supported that day died...and along with it died our spirit of compromise. I can assure the members of this subcommittee that Montana's logging community is evenly divided on the wilderness question: Half of us believe that Montana has Enough! wilderness...the other half believes that Montana has Too Much! wilderness. Remember, Montana has already contributed 3.5 million acres to the federal wilderness system.

Nonetheless, the leadership of the MLA has some appreciation for political reality; therefore, we find ourselves back at the bargaining table...once again willing to compromise on a Montana wilderness bill. Out of respect for those in Montana's timber industry who are dismayed with our capitulation, I must remind you that we were dragged, kicking and screaming, to the bargaining table. It is an unfortunate fact that timber management in Montana's roadless areas is being held hostage to passage of a wilderness bill. It is also an unfortunate fact that passage of a Montana wilderness bill will, in itself, free not one single acre of roadless land for timber production. The Roadless Area Review and Evaluation process is but one vehicle Congress has provided the environmental community to obstruct management activities on national forest land. Forest management policy for national forest system lands in this counrty is, unfortunately, determined by congressional arbitration...and enforced by judicial decree.

So why does the MLA appear before this subcommittee in support of a Montana wilderness bill? Because we desperately need congressional support for a dependable supply of timber from our federally-owned forests, and we are convinced that congressional support for timber supply will not be forthcoming until a Montana wilderness bill is passed.

The MLA and some members of Congress may agree on the need for passage of a wilderness bill; however, we do not agree upon how much and which acreage should be included.

The MLA supports the Montana timber industry's recommendation that approximately 957,000 acres of additional wilderness be added to the federal wilderness system. However, we urge you to pay special attention to the boundaries the timber industry has identified to ensure that timberlands important to long-term timber supply are not added to the wilderness system. Furthermore, we Emphatically! urge you to pass a wilderness bill which does not include any "further study" provisions...for any congressional wilderness bill Must! put an end to Montana's wilderness debate.

Members of the subcommittee, we urge you to do this so we can get on with the process of managing Montana's federal forest land. This is but one step in that process. The next step will be the appeals procedure which the environmental community uses to oppose--for every conceivable reason--federal timber sales. Timber supply is a critical issue.

It is time to move on!

Thank you for your attention.

Senator **Melcher**. Well, I understand all this panel has come back and I will allow them a chance to testify.

Mr. Rickett.

Mr. **Rickett**. I did not know when I prepared my testimony coming to Washington that Mr. Hanson was going to come. He has voiced some of my concerns.

Mr. Chairman and members of the committee, if it is all right with you I will let Webb Brown go first. When I prepared my testimony to come to Washington, I did not know Mr. Hanson was coming. He has addressed some of my concerns. I give Webb Brown some time, and if there are a few minutes left over I will have a couple of additional remarks.

Senator **Melcher**. All right.

Mr. Brown.

STATEMENT OF WEBB SCOTT BROWN, TWO B'S

Mr. **Brown**. Mr. Melcher, Mr. Baucus: Thank you for your time.

My name is Webb Brown. I am a general partner in Two B's, a small family logging partnership in northwestern Montana. I have come to ask your help for our future of our area and asking you to remove from consideration the Trout Creek study area and the Cube Iron-Mount Silcox wilderness proposal.

Two B's is a small family business, employing four to five workers along with three partners. We contribute nearly half a million dollars directly to the local, State, and national economy, relying heavily on National Forest timber sales for our supply of 2 to 3 million board-feet per year.

We represent a typical operation of about 20 to 25 loggers in our area. They also depend on National Forest timber for their business, and that source is becoming harder to count on all the time.

The Trout Creek and Cube Iron wilderness proposals clearly show the reasons for this uncertainty. I realize your time limitation, so I would like to reduce some of my comments.

Unfortunately, Senator Baucus is the only one who is proposing the Trout Creek and the Cube Iron additions to the wilderness acreage. There is no consensus from the other members on these areas. This disparity seems to point to a problem with the designation of these two areas.

The Trout Creek study area covers approximately 35,000 acres in an area which is capable of producing ongoing timber supplies. In fact, clearcuts certified as replanted just last year already exist in the area.

Two timber sales totalling 4 million board-feet are suspended at present until nonwilderness designation resolves their status. These sales were approved and have been ready to go onto the market. They are necessary partly because they are selective cuts designed to remove timber that has been affected by disease.

Similar problems arise in the Cube Iron area. Here, of 30,000 acres proposed in Senate bill 1478, approximately 23,000 acres are considered capable of sustained harvest. Again, clearcuts already exist in this area and are also in the regenerative cycle.

Twenty million board-feet of timber in this area have been targeted for removal. In fact, the West Fork timber sale has already been planned, approved, bid and sold according to the national forest plan.

All of these sales are important for a healthy local economy and forest; 24 million board-feet is now tied up in these hearings. The ability of Two B's and other logging companies to effectively plan our continued operations is now seriously jeopardized.

Facing the threat of continual appeals on individual timber sales creates enough uncertainty. Awaiting the resolution of RARE II with its hostage timber sales only compounds the problem. Now the unexpected consideration of Trout Creek and Cube Iron-Mount Silcox areas further clouds our future.

After accepting the thoroughly studied and widely recommended and supported Scotchman's Peaks and Cabinet additions, we need to retain the Trout Creek and Cube Iron areas in our productive timber base. I ask that you remove these areas from your wilderness consideration and remove some of the doubt for the future of our companies and our communities.

Thank you for your time and attention.

[The prepared statement of Mr. Brown follows.]

STATEMENT FOR THE RECORD

by Webb Scott Brown
General Partner/2 B's
Trout Creek, Montana

regarding Montana Wilderness Hearings

presented before the
Public Lands Subcommittee

of the
Senate Energy and Natural Resource Committee

of the
UNITED STATES SENATE

March 22, 1988

Mr. Chairman:

My name is Webb Brown. I'm a general partner of 2 B's, a partnership involved in logging in Northwest Montana. I've come to these hearings to offer my knowledge on wilderness designations in our area. In particular, the Trout Creek Study Area and the Cube Iron-Mount Sicox Wilderness Proposal directly affect our operation.

2 B's is a small family business employing four to five workers along with the three partners. We contribute nearly half a million dollars directly to the local, state, and national economy, relying heavily on National Forest timber sales for our supply of two to three million board feet per year. We represent a typical operation of twenty to twenty-five loggers in our area, all of whom depend on National Forest timber for our businesses. That source is becoming harder to count on all the time.

The Trout Creek and Cube Iron-Mount Silcox wilderness proposals clearly show one reason for this uncertainty. During the preliminary, draft, and final Forest planning process in the Kootenai and Lolo National Forests, neither of these areas was recommended for wilderness designation by the United States Forest Service. The agency instructed to manage our forests, using input from the public, did not determine these areas qualified for inclusion in our wilderness acreage. Senator John Melcher didn't propose these two areas in S.2790; neither did Representative Pat Williams in H.R. 2090. Senator Baucus alone proposed these areas in his bill, S.1478. This disparity, and the post-Forest Plan submission indicate problems with wilderness designation of Trout Creek and Cube Iron-Mount Silcox. Closer examination points out further problems.

The Trout Creek area covers approximately 35,000 acres in an area which is capable of producing an ongoing timber supply. In fact, clearcuts, certified as replanted just last year, exist in the area and two timber sales totalling four million board feet are suspended at present until non-wilderness designation resolves their status. These sales were approved after the final Forest plan had determined the area capable of sustaining harvest. They are necessary, not only to supply local mills and local contractors with wood products, but also because they are selective cuts designed to remove timber affected by disease. Were these sales (and the fieldwork already involved) to be lost through inaction, wilderness designation, or appeal, the Forest Service could not process other sales of similar volume in time to recover the annual sale volume on the Cabinet District this year.

Similar problems arise in the Cube Iron-Mount Silcox area. Here, of 30,000 acres proposed in S.1478 (including non-federal lands), approximately 23,000 acres can be considered capable of sustained harvest. Again, clearcuts already exist in this area and are also in the regenerative cycle. Also, 20 million board feet of timber has been targeted for removal either wholly or partially in the proposed wilderness area. In fact, the West Fork timber sale has already been planned, approved, bid, and sold according to the Lolo National Forest plan. All these sales are important for a healthy local economy and forest.

Even after exhaustive study of the areas and the extended forest planning process, 24 million board feet is now tied up in these hearings. The ability of 2 B's and other logging companies to effectively plan our continued operations is seriously jeapordized. Facing the threat of continual appeals on individual timber sales creates enough uncertainty for our timber supply concerns. Awaiting the resolution of RARE II review with its "hostage" timber sales only compounds the problem. Now the unexpected and unwarranted consideration of the Trout Creek and Cube Iron-Mount Silcox areas further clouds our future.

After accepting the thoroughly studied and widely recommended Scotchman Peaks and Cabinet additions wilderness proposals, we need to retain the Trout Creek and Cube Iron-Mount Silcox in our productive timber base. I ask that you remove these areas from wilderness consideration and remove some of the doubt for the future of our companies and our communities.

Senator MELCHER. Thank you.

Joe, did you want to summarize yours? How did you want to do it?

STATEMENT OF JOE RICKETT, LOGGING CONTRACTOR, DBA VARCO LOGGING INC.

Mr. RICKETT. Senator Melcher and members of the panel: On the back of my written testimony I have added a map, and on that map shows the 44,000 acres or the 42,000 acres actually that we would ask you to remove from the Great Burn Wilderness Area and allow the other 56,000 to be put into wilderness.

And I would—in this morning's session, Senator Baucus asked if Joe Logger would be better off with the wilderness bill. My answer to that is no, that Joe Logger would not be better off with the wilderness bill. Every acre taken from multiple use eventually will take bread from our table and education from our children.

But Joe Logger also knows that eventually we are going to have a wilderness bill, and Joe Logger says, with some minor modifications, the Forest Service's proposal is the one we can support.

Thank you, gentlemen.

[The prepared statement of Mr. Rickett follows:]

Statement for the Record of
Joe Rickett, Logging Contractor
DBA Varco Logging Incorporated, Superior, Montana

Subject
Montana Wilderness Proposal
Specifically, The Great Burn Area

Before the
Public Land Subcommittee
Senate Energy and Natural Resource Committee

March 21 and 22, 1988

Mr. Chairman and Members of the Subcommittee:

I am Joe Rickett a Montana Native and a lifelong logger. I own and manage a small logging company in Superior, Montana.

Superior is a small town in Western Montana with only one industry: "Lumbering". Our local economy is based around one sawmill and related support industries.

Over half the timber supply needed to operate this mill comes from National Forest Lands, so I am quite concerned about some of the area that has been incorporated into The Great Burn Wilderness Proposal.

I would draw your attention to the map I have presented to you. I have identified three areas which I do not feel deserve wilderness designation. There are no areas of fragile soil, no areas of critical game habitat, no areas of high altitude alpine meadows with their fragile eco-systems, no crystal clear mountain lakes all of which are present in the rest of The Great Burn Proposal.

I would draw your attention to areas A and B. These areas contain mostly mature timbered slopes which could and should be included in the Lolo National Forests allowable cut for harvest in the near future.

Area C was quite extensively burned in 1910 fire. It has since regenerated into a dense forest of lodgepole pine and other species. Although not ready for harvest at this time, it could in future years, (15 to 20) be commercially thinned thus accelerating the growth of the remaining trees and be a very viable part of the timber in this area.

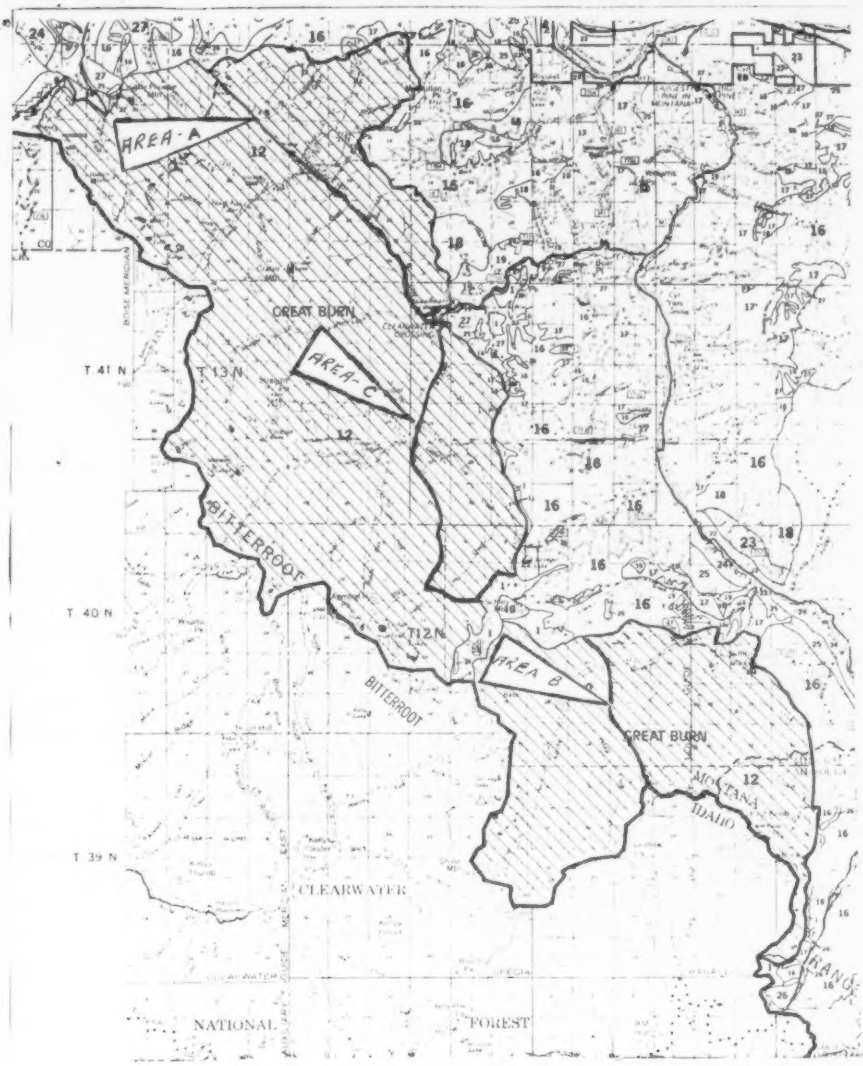
I hope these remarks will show you the potential and the value these areas have.

Now let me address the value this timber supply has to our local economy.

It is estimated by the US Forest Service the areas I have outlined contain approximately 40,000 MBFT of timber. This equates to about eight years supply for our local mill. I realize we cannot harvest it in eight years, but adding that much timber to the Lolo National Forests timber base and allowable cut will assure us of a more viable timber supply in the future.

My logging company employs about 20 people and contributes $1,250,000.00 yearly into the local economy. The sawmill employs about 130 people. The other loggers who supply timber to the mill employ 50 to 60 people. You can clearly see what an inadequate timber supply would do to our town if it were to force the closure of the mill.

Thank you for the opportunity to express my views and I hope you will consider my proposal.


AREA-A
AREA-C
AREA B
GREAT BURN
GREAT BURN
T 41 N
T 40 N
T 39 N
T 13 N
T12N
12
12
12
16
17
18
23
BITTERROOT
BITTERROOT
MONTANA
IDAHO
CLEARWATER
NATIONAL
FOREST
BOISE MERIDIAN

Senator MELCHER. Thank you all very much for your testimony. We appreciate very much the advice on Great Burn and Cube Iron-Silcox.

Joe, this information that you speak of as being available, geologic information, I missed it and I have not picked it up in your testimony when it became available.

Mr. KEATING. What we are talking about there is the additional geologic information which started in 1981. Now, that is when the work was done and the information became available after that. It is not public information, but it is available in the industry.

Senator MELCHER. Senator Baucus.

Senator BAUCUS. Thank you, Mr. Chairman.

I appreciate your concern, 13 or 14 years since I have been in the Congress, wilderness legislation has been the most contentious issue that I have faced, and I think I can speak for Senator Melcher, Congressman Williams, and Congressman Marlenee.

It is an issue that goes to the heart of what it means to be a Montanan. You love outdoors, clear air, clean water, hunt and fish. You also want to have food on the table. You want to have jobs and production. It is an eternal question that we keep turning over and over in our minds as Montanans.

We are trying to find that right balance. It is not an easy question.

And I very much understand your concern about the Cube Iron-Silcox. I have, however, received over 500 letters from folks at home who want that Cube Iron-Silcox designated as wilderness. So there are folks that live in the area that want it and folks that live in the area that do not want it. It is a tough issue, it is very tough.

What we are trying to do here in this bill is to strike a balance, and your statement sure helps. You made a statement why you think it is disruptive to the economy and it takes away jobs from the forest products industry and also causes some uncertainty for planning.

I understand that. But folks that write me, too—I get letters from both sides. So I have got 500 letters from folks that want Cube Iron-Silcox and they think, well, that is the kind of certainty they want. So all I am saying is that I just hope you bear with us when we try to make the right decisions here, because it is a tough one. It is not an easy one at all.

And the same goes for Badger-Two Medicine. I have a petition here with over 2,000 signatures, 2,000 Montanans, who would like Badger-Two studied. Those are 2,000 people and they want it studied.

And there has been a lot of testimony here today and yesterday from people who do not want Badger-Two included, and some who do want it included. It is a tough issue. So I hope that when these hearings are over—and they are about over—that when we go back home and we wrestle with the final conclusion of this, that we keep in mind that we have to resolve this the best we can, because we are all Montanans.

We all live in our State, we all love our State. We all want what is best for our State. And the congressional delegation wants what is best for our State, and all of you here want what is best for our State.

I am encouraging all of us just to try to keep working together and to try to avoid the rhetoric. And I think I want to compliment the panelists. I think in these last 2 days we have done a good job in avoiding the histrionics and the rhetoric and getting down into some solutions and some suggestions, and I hope we just continue doing that the next several months as we look forward to the bill.

I want to thank you.

Senator **MELCHER**. Thank you all very much. And I want to thank all of the witnesses.

Senator **BAUCUS**. I have these petitions right here. They cannot be in the record, there is just too many. But if this could be part of the file of the Badger-Two, that would help.

[The text of the petitions follows:]

PETITION FOR WILDERNESS DESIGNATION OF THE ROCKY MOUNTAIN FRONT

To the Honorable Congressman Pat Williams, and the Honorable Senator Max Baucus:

We the undersigned petition that all roadless areas on the Rocky Mountain Front be included in the National Wilderness Preservation System. These areas, particularly the Badger-Two Medicine unit, are crucial habitat for species such as grizzlies, elk, wolves, and others. The Front is the most valuable segment of our nation's wildlands treasure; the Glacier National Park/Bob Marshall Country. The Front is the foundation of this treasure. It provides the bulk of the winter and spring range for the most impressive wildlife populations in the entire country. It has the highest quality wildlife habitat in the Northern Rocky Mountains. This national treasure needs protection. We need to protect river valleys, which are the most accessible to people, and which constitute the best wildlife habitat. We wish to retain recreational uses such as backpacking, hunting, and wildlife viewing, in an atmosphere of solitude, free of development. These roadless areas are the most deserving candidates for wilderness. Please designate these areas in a wilderness bill, preserving them for all Americans. Thank you.

PETITION FOR WILDERNESS DESIGNATION OF THE BADGER-TWO MEDICINE AREA

To whom it may concern:

The area of land known as the Badger/Two Medicine in the Blackfeet Ceded Strip of Northwestern Montana is land which was removed from the Blackfeet Reservation in 1896 by the U.S. Government. Treaty rights to go upon this land, to hunt and fish, and to gather timber for domestic uses are still intact.

This traditional Blackfeet territory is of great importance to the traditional religion and culture of the Blackfeet. It has been viewed historically, and up to the present, as a sacred area, and is tied in many ways to the religious ceremonies and beliefs of the Blackfeet people. In order to protect this area from destructive activities, Tribal Resolution No. 219-72 was created declaring the entire area as "sacred ground".

There are presently several Congressional Bills and U.S. Forest Service plans which promote the immediate destruction of this pristine sacred area through roadbuilding, timber harvest, dam building, snowmobile and motorcycle use, and major oil and gas drilling projects. The sacredness of the area may soon be violated with little consideration the rights of the Blackfeet or the spiritual and cultural damage which will result.

Therefore, understanding that the forest land known as the Badger/Two Medicine area south of Glacier National Park is a land of critical importance to the spiritual and cultural survival of the traditional Blackfeet people, and a land upon which they retain certain reserved and constitutional rights, we hereby declare our support for the protection of this pristine natural area from destructive development activities, and request a Congressional Wilderness designation which would prohibit any and all development activities in this area, and would protect the religious and reserved rights of the Blackfeet people, while preserving the unique natural character of this land for future generations.

PETITION FOR INCLUSION OF THE BADGER-TWO MEDICINE AREA IN THE MONTANA WILDERNESS BILL

Dear Montana Delegation:

As members, or descendants of the Blackfeet tribe, or Reservation residents; We, the undersigned citizens of Montana, petition that the Badger-Two Medicine Roadless area be included in the National Wilderness Preservation System.

This spectacular region is essential to the integrity and stability of the Glacier National Park/Bob Marshall ecosystem. This area is rich in wildlife habitat and scenery. In view of the fact that portions of this ecosystem on lands north of the U.S./Canadian border have already been severely impacted by extensive logging, roading, and oil and gas field development, it is crucial that this vital corridor for our wildlife be maintained free from oil and gas development and roadbuilding. Please include this area in the bill.

Senator **MELCHER**. Certainly.

I want to thank all of the witnesses for their cooperation. There has been a rather short time allotted for each one and we had to do that because of the number of witnesses who wished to testify.

But you have done very well, all of you, and we very much appreciate that.

We will hold open the hearing record for 14 days for any additional comments from anybody that would like to submit them for the record.

With that, the hearing is adjourned.

[Whereupon, at 2:40 p.m., the hearing was adjourned.]

[COMMITTEE NOTE.—Due to the voluminous nature of materials submitted for the record, all additional statements and letters have been retained in subcommittee files.]

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